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ABSTRACT

The author (1) explains a system analysis approach developed by the Sports Institute for Research through Change Agent Research (SIR/CAR) for working with government, business, and service organizations in sport-related areas; (2) examines the distinction between professional athletics and amateur sport; (3) discusses conflict resolution by authority from above (in professional athletics) and below (in amateur/school sports); and (4) illustrates the use of SIR/CAR in two case studies. The institutional goals and programs of the SIR are discussed and the emphasis on Change Agent Research as a bridge between pure research and practice is described. The approaches of professional and amateur sports to organizational/administrative growth and development and conflict management are analyzed. Identification, delineation, evaluation, and action for controlling conflict and change (especially in voluntary organizations are examined in a framework based upon a contrasting of traditional, monocratic-bureaucratic concepts (developed by Max Weber) and emerging pluralistic-collegial concepts. Effectiveness of the two approaches under various circumstances are contrasted, and theories of conflict management and change strategies are recommended for the professional and amateur athletic sectors. Applications of SIR/CAR to Little League Baseball and to Ontario Province/Canadian government programs to reorganize secondary school interscholastic sports are described. (MJB)

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YOUTH SPORTS/ATHLETIC PROGRAMS -- LOCAL OR NATIONAL CONTROL?

AS VIEWED BY

SPORTS INSTITUTE FOR RESEARCH/CHANGE AGENT RESEARCH (SIR/CAR)

address by

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Those people involved in school sport or amateur athletics on the Canadian and American scene are not asking whether or not we should bring about change, but rather what is likely to bring about change?

1. Should we bring about change at the national or international level - authority from above?
2. Should we bring about change at the local or community level - Bottoms-Up Management?
3. Should we philosophize and evangelize seeking absolute answers or firefighting?
4. Should we run another clinic to teach those involved the right attitudes and beliefs in the hopes that this will lead to good behaviour?
5. Should we conduct more pure basic research or frontier action research?
6. Should we develop coaching certification to change attitudes and beliefs?
7. Should we bring in professional administrators or coaches to work for "the good of sports or athletics"?
8. Should we bring in outside theoreticians and experts with pat answers, or develop inside professionals and practitioners as Change Agents?

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*SIR/CAR is the registered trademark for the Sports Institute for Research/Change Agent Research (SIR/CAR), which is housed in the University of Windsor, Faculty of Human Kinetics. SIR/CAR would like to acknowledge the financial support of the Ontario Ministry of Education, Canada Council, the Canadian National Centre for Sport and Recreation, Ontario Royal Commission on Violence in the Communications Industry, the American NAPECW/NCPEAM Scholarly Directions Research Committee, Windsor Minor Hockey and the University of Windsor.

9. Should we collaborate or compete in dealing with the alleged enemy: indeed, who is the enemy - professional athletics? media and technology? amateur sports? or ourselves?
10. Should we remove all adults from youth sports/athletic organizations?
11. Should we guard against overorganization and misorganization?

One of the popular pastimes today is criticizing those involved in amateur or professional athletic organizations.[1] Those of us involved in school sports have a tendency to represent those involved in amateur athletics as bad people with the wrong attitudes and beliefs. The general theme is that those involved in amateur or professional athletics are bad and those of us involved in school sports are good.[2] Mass media and emerging literature popularizing results of empirical studies, not only in physical and health education, but also in sociology, psychology, communication arts, management science, and even theology, have convinced almost everyone (including government officials and investigating-seeking lawyers) that sport or athletics is a significant social system and symptom in our automated, computerized, alienated and economically-lagging North American economy.[3] Perusal of our leading Canadian-American press, radio and TV shows an increasing trend to depict some of our prominent professional and high-level amateur athletes as scoundrels at best and criminals at worst. This public image is fueled by many esoteric academicians who argue that professional and high-level amateur athletics do not lead to character development and manhood (or womanhood), but rather development of characters and hoods!

In general, those of us in SIR/CAR reject this philosophic evaluation and the relative merits of school/amateur sport and professional athletics. After six years of indepth study/research on child/youth school/amateur sport and professional athletic organizations, those of us in SIR/CAR have been led to the inevitable conclusion that neither school/amateur sport nor professional athletics are inherently good or bad!

Professional athletic and high-level amateur competition is neither better nor worse than any other demanding professional career in either business or government. Similarly, school/amateur sport is neither better nor worse than other learning experiences provided by service or mutual-benefit organizations. What does concern many of us in SIR/CAR is that there is a failure to distinguish between professional athletics and amateur sport and placing too much emphasis on professional and high-level amateur athletics at the expense of children/youth amateur/school sport. It is our contention that rather than evangelizing and philosophizing, investigating and legislating in an effort to change professional and high-level amateur athletics into business organizations and government cartels which can serve as a paragon of virtue to be emulated by children/youth amateur and school sports; a clear distinction should be drawn between the goals, means and methods of professional and amateur athletics, on one hand, and true amateur and school sport, on the other. Considerable progress has been made by investigation-seeking lawyers and government officials in both Canada and the United States in hammering home to professional and high-level amateur athletics that as incorporated business organizations or government branches they must abide by the law of the land. They can no longer hide behind the facade of athletics as an indispensable part of the Canadian-American way of life.

We have on the Canadian-American scene a core of high-level lawyers professionals and government officials well versed in dealing with professional and high-level amateur athletic organizations. Similarly we have more than enough university professors elevating their academic rank and augmenting their salaries by popularizing the self-fulfilling prophecy that those involved in professional and high-level amateur athletics are the 'bad guys' and those involved in amateur and school sport are the 'good guys.' We have a smaller cadre of professional university mercenaries who will either attack or defend professional and high-level amateur athletics depending upon the payoff. What we are lacking are lawyers, government officials, and professional educators and researchers interested in understanding and assisting the phenomenon of youth sports which is sweeping North America. The rest of this paper is devoted and divided into four sections which: (1) explain the SIR/CAR systems analysis technique which can be utilized in working with either non-voluntary government and business, or voluntary mutual-benefit or service organizations in order to (2) understand the distinction between professional athletics and amateur sport in terms of goals, methods and means and the relationship of sport or athletics to (3) the exercise of control, and management of conflict and change in professional athletics by authority from above and in school/amateur sport by Bottoms-Up Management and (4) illustrates the use of SIR/CAR by two brief scenario case studies illustrating change procedure when (a) avowed goals and actual behaviour were unequal in an amateur sports organization and (b) when avowed goals and actual behaviour were equated but conflict was generated by pressure at the provincial/state level for a transition from school sport to amateur athletics.

FOOTNOTES

1. See John McMurtry, "Sport or Athletics; A Conceptual Analysis," and Bernie Parish, "They Call it a Game," in Sport or Athletics: A North American Dilemma (edited by J. Alex Murray) Proceedings of the 15th Annual Canadian-American Seminar (Windsor, Ont.: Canadian American Seminar, 1973).

2. For an extensive bibliography see J.W. Taylor (Ed.) and Mark Percival (Tech. Ed.), Proceedings of the 1st International Symposium on the Art and Science of Coaching, Vol. I and II (October 1-5, 1971), Ottawa, Ont.: Coaching Association of Canada and the Canadian Olympic Association (Olympic Trust Fund), 1971.

3. See William R. McMurtry, Investigation and Inquiry into Violence in Amateur Hockey; Report to the Ontario Minister of Community and Social Services, (Toronto, Ont.: Ministry of Community and Social Services, 1974).

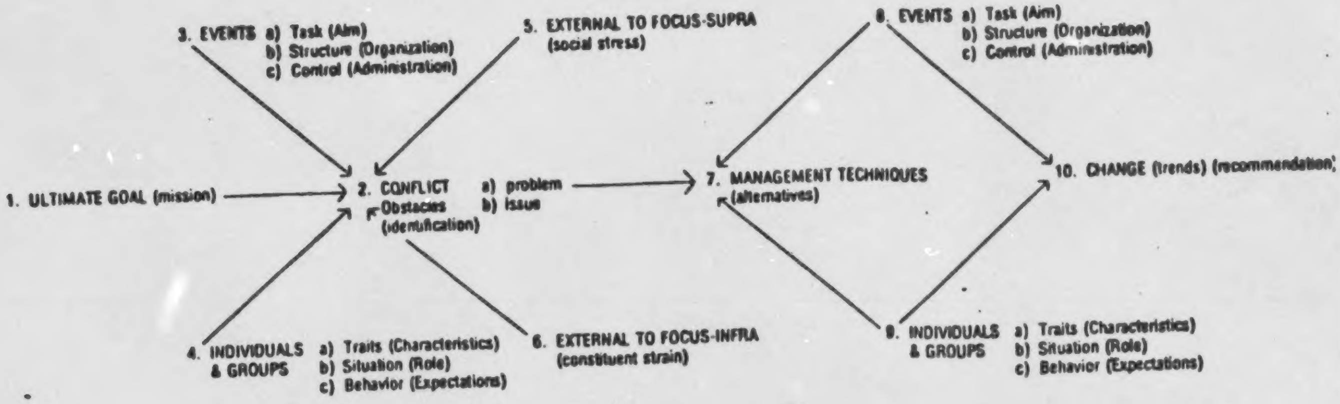
PART 1

WHAT IS SIR/CAR?

The Sports Institute for Research through Change Agent Research (SIR/CAR) is an interdisciplinary, public, professional study/action group which brings together theoreticians and practitioners to investigate topics of vital interest to sport or athletic organizations functioning at either the community, provincial/state, national or international level. SIR/CAR, with associates throughout Canada and the United States, is equipped to bring consulting service to assist in organizational development, and study or research service to analyze organizational behaviour. SIR brings together theoreticians (scholars, scientists and community experts) and practitioners (professional educators and administrators, community experts, technicians and civic leaders) capable of contributing to: (1) community sports/athletic consulting service, (2) discovery of new sports/athletic related knowledge, and (3) dissemination of that knowledge. Within SIR's three major program levels there has been a variety of projects such as: (1) community service as in advising and assisting Windsor and Ontario Bikeways Coalition, consulting with the Ontario and Michigan commissions on conflict and cooperation in youth sports; (2) discovery of knowledge through study/research projects such as Sport or Athletics in Little League Baseball (funded by Canada Council), Windsor Minor Hockey (funded by Windsor Minor Hockey and the University of Windsor), Windsor Aquatic Club (funded by Canada Council), School Class Swimming (funded by the Canadian National Centre for Sport and Recreation through the Canadian Federation of School Athletic Associations), "The Role of Interschool Sports in Ontario Secondary Schools: Socializing Sport or Athletic Excellence in OFSAA (funded by Ontario Ministry of Education), and 'The Effect of Pro-Social and Anti-Social Media Models on Children/Youth in Selected Sports' (funded by the Ontario Royal Commission on Violence in the Communications Industry);and (3) dissemination of knowledge by providing the framework within which interaction takes place: - The University of Windsor 15th Annual Canadian-American Seminar Sport or Athletics: A North American Dilemma, or the establishment of the University of Windsor Sports Archives, which is one of the major holding libraries for sport or athletic Canadiana; and presentation of findings at seminars, numerous television and radio broadcasts, magazine articles, as well as scholarly journals.

The fundamental theory underlying the organization of SIR is that the combination of theoreticians and practitioners increases the probability of seeing the world as it actually does exist, rather than as we would like to see it exist, and increases the probability of ruling out plausible rival hypotheses which make comparisons ambiguous and tentative, and prediction difficult, if not impossible. SIR maintains that task force projects bringing together discipline profession experts and technical resource practitioners increases the probability of investigating and legislating for socially significant conflict-ridden phenomena. The SIR Model[1] assists (indeed, forces) organizations in identifying (1) ultimate goal or mission; (2) conflict or obstacles and behaviour preventing achievement of this goal; (3) dissonance between events such as a) task or aim, b) structure or organization, and c) control or administration; and (4) individuals and groups in terms of a) traits or characteristics, b) situation or roles and c) behaviour or expectations; (5) the influence of social stress: mass media; and (6) constituent strain; and (7) alternate management techniques for short-term, intermediate and long-range changes by which a sport or athletic organization may reformulate (8) structure and (9) membership with an eye to (10) future change and trends. See the SIR Model listed below.

SIR Model


3. EVENTS a) Task (Aim)
b) Structure (Organization)
c) Control (Administration)
5. EXTERNAL TO FOCUS-SUPRA
(social stress)
8. EVENTS a) Task (Aim)
b) Structure (Organization)
c) Control (Administration)
1. ULTIMATE GOAL (mission)
2. CONFLICT
Obstacles
(identification)
a) problem
b) issue
7. MANAGEMENT TECHNIQUES
(alternatives)
10. CHANGE (trends) (recommendation)
4. INDIVIDUALS & GROUPS
a) Traits (Characteristics)
b) Situation (Role)
c) Behavior (Expectations)
6. EXTERNAL TO FOCUS-INFRA
(constituent strain)
9. INDIVIDUALS & GROUPS
a) Traits (Characteristics)
b) Situation (Role)
c) Behavior (Expectations)

Instructions — Proceed through the model item by item, i.e., 1 then 2a then 2b then 3a, etc.
Make sure all items are covered.
Read. Numbers 1 through 6 deal with present conditions. Numbers 7 through 10 are futuristic or predictive. Once 10 is reached return to 1 to begin the cycle again.

What is Change Agent Research?

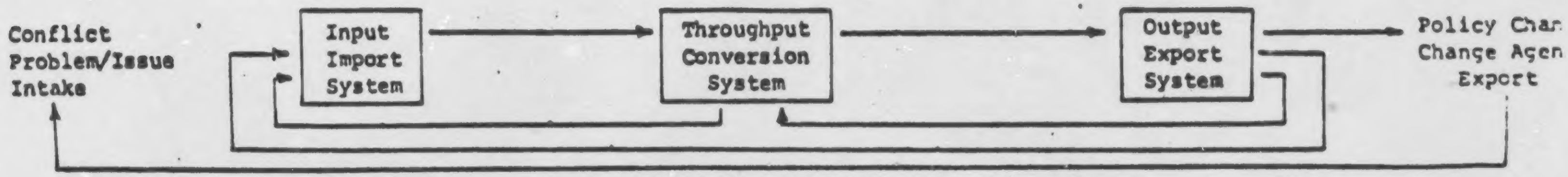
SIR has devised and operationalized an innovative systems analysis technique called Change Agent Research (CAR) which combines Organizational Analysis (OA), Organizational Development (OD) and Organizational Research (OR) in a three-phase process.

Phase I = Organizational Audit by Seeing, Asking and Written Opinionnaire + Retrieval of extant audio, written and visual research and development (SAW) followed by Communication Feedback to organizational subunits.

Change Agent Research (CAR)

Organizational

Analysis (OA)	Development (OD)	Research (OR)
Phase I Organization Audit & Communication Feedback	Phase II Participative Clinics for Cadre of Change Agents	Phase III Organization ReAudit and CAR PAKaging
Monitoring by Seeing-Observing TV ☺ 😐 ☹ Asking-Audio Interviewing Written-Opinionnaire and sources plus written and audio-visual resources	Management by Objectives (MBO) Clinics with Confrontation, Sensitivity Sessions, Collaboration plus consulting with internal change agents	Remonitoring by Seeing-Observing TV ☺ 😐 ☹ Asking-Audio Interviewing Written-Opinionnaire and sources plus CAR-PAKaging to explain, apply & retest
Observation$_1$	eXperimentation and Treatment	Observation$_2$


Conflict
Problem/Issue
Intake
Input
Import
System
Throughput
Conversion
System
Output
Export
System
Policy Char
Change Agen
Export

Input - Throughput - Output Conversion System

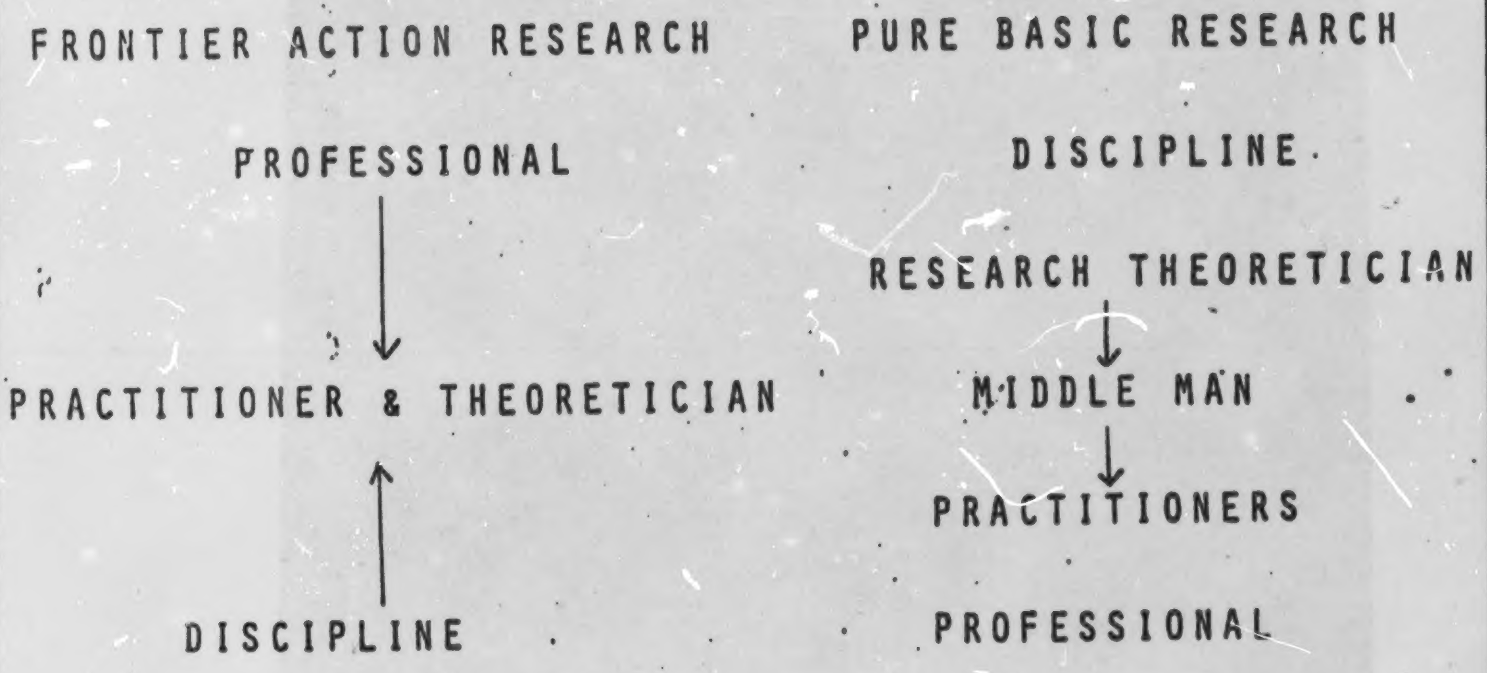
Phase II = Participative Clinics, dissemination of knowledge through TV tape presentations and by group dynamics such as sensitivity sessions,role reversal, confrontation, all aimed at developing a cadre of Change Agents from within the organization.

Phase III = Organizational Reaudit by the SAW Method to identify significant changes resulting from the treatment in Phase II. This phase also includes packaging of CAR model and method to allow future study/research projects.

CAR, as summarized below, is a modification of the traditional OXO research model with Phase I representing Observation 1; Phase II representing evaluation and/or experimental treatment and Phase III representing Observation 2.

Frontier Action Research vs Pure Basic Research Model

The membership of SIR/CAR prefer the Frontier Action Research Model over the Pure Basic Research Model. As indicated in the chart below, Frontier Action Research brings professional practitioners and discipline theoreticians together to work cooperatively and as equals; whereas the Pure Basic Research Model is based on the theory that research theoreticians should work independently and that their message should be filtered through a middleman to the practitioner and professional. The Pure Basic Research Model has prevailed to a large extent in the area of physical and health education (and indeed most emerging disciplines who are attempting to establish themselves). The result, however, has been that research theoreticians have talked to each other through discipline journals, but seldom with professional practitioners.



FRONTIER ACTION RESEARCH

PROFESSIONAL

↓

PRACTITIONER & THEORETICIAN

↑

DISCIPLINE

PURE BASIC RESEARCH

DISCIPLINE

RESEARCH THEORETICIAN

↓

MIDDLE MAN

↓

PRACTITIONERS

PROFESSIONAL

MODELS OF RESEARCH: FRONTIER ACTION RESEARCH vs PURE BASIC RESEARCH

If the message is passed from the research theoretician through a middleman to the professional practitioner, it is frequently so diluted or distorted that it does not reflect reality and assist the professional practitioner. In addition, while the Pure Basic Research Model may provide a possibility, if not the probability, of research theoreticians giving the message to professional practitioners,it does not provide an opportunity for the professional practitioners to give their message to research theoreticians. SIR/CAR maintains that Frontier Action Research is particularly applicable when working with voluntary amateur/school sport organizations (of a mutual benefit or service organization nature) as opposed to professional or high level amateur athletic organizations (of a commonweal/government or business organization nature).

FOOTNOTES

1. The SIR Model was developed by Dick Moriarty by synthesizing the theoretical work of Ralph M. Stogdill and associates at the Ohio State Leadership Institute; Daniel Katz and Robert L. Kahn and associates at the University of Michigan for Social Research Center (and Research Center for Group Dynamics); and Andrew W. Halpin of the University of Georgia.

PART 2

WHAT IS THE DIFFERENCE BETWEEN PROFESSIONAL ATHLETICS AND AMATEUR/SCHOOL SPORT?

Professional Athletics--Amateur Sport Models

In terms of organization and administration growth and development and conflict management, a pattern is emerging. The two polar positions are professional athletics versus amateur sports as shown in the following Professional-Amateur Dichotomy. This model suggests there are basically two alternative approaches in Canada to the phenomenon called alternately athletics and/or sports: (1) professional athletics or (2) amateur sport. Each approach must employ different means and organizational structure if it is to achieve its goal and fulfill its task.

Professional Athletics

Professional refers to a person who pursues athletics as a vocation (for a livelihood). Etymologically and historically, athletics is derived from the Greek athlos (contest), athlein (contend for a prize) and agonia (struggle for victory). Athletics stresses work in order to win, thereby producing a product. The organizational structure most conducive to achieving this goal is the traditional autocratic business organization in which the owners are the primary beneficiaries and also government or commonweal organization in which the public at large benefits.[1] Emphasis in professional athletics is primarily on the consumer (spectators and fans) and only secondarily on the producers (players and coaches). Need for high level consistent calibre competition demands conformity in role behaviour.

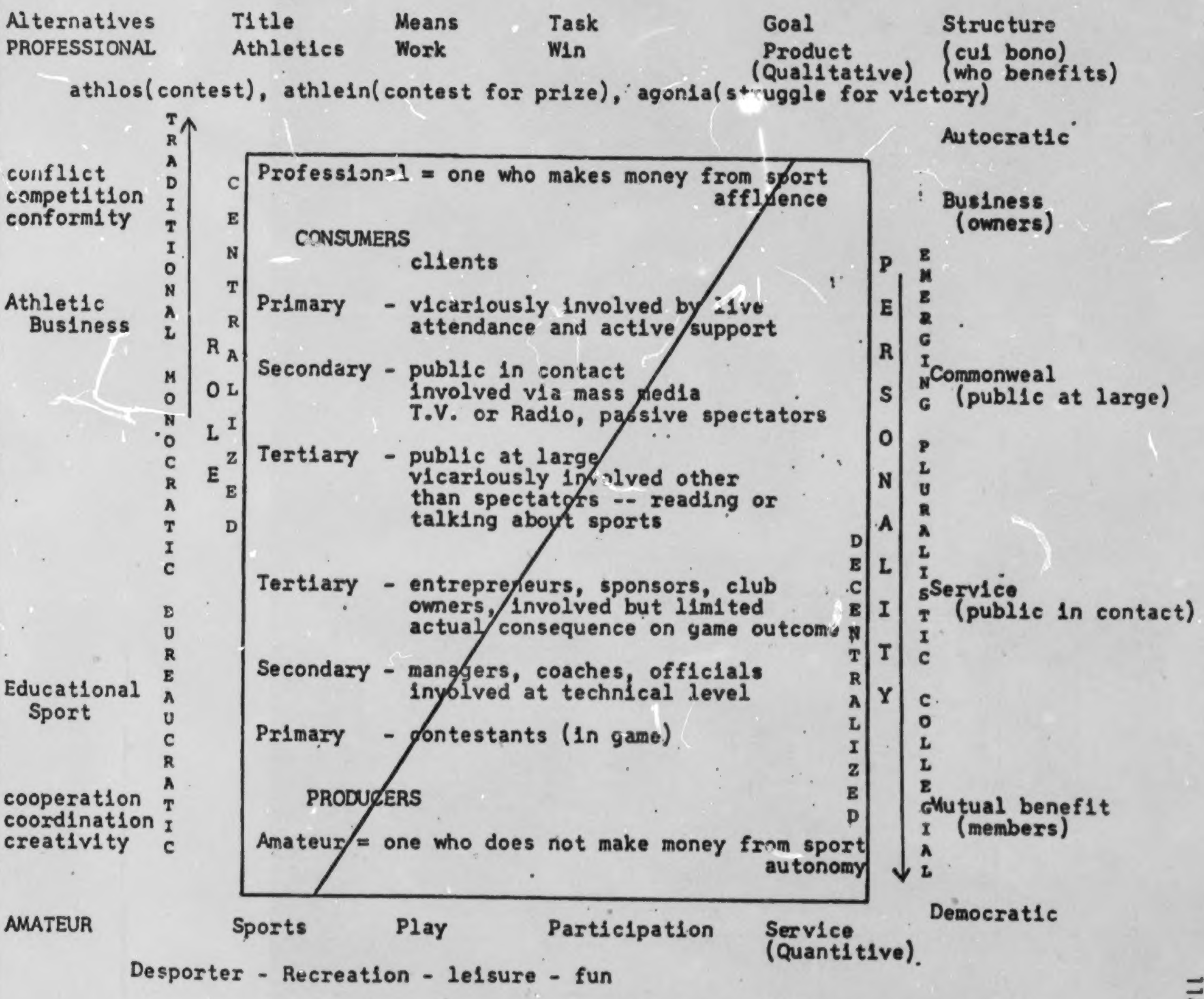

Alternatives
Title
Means
Task
Goal
Structure
PROFESSIONAL
Athletics
Work
Win
Product (Qualitative)
(cui bono) (who benefits)
athlos(contest), athlein(contest for prize), agonia(struggle for victory)
Autocratic
Business (owners)
Commonweal (public at large)
Service (public in contact)
Mutual benefit (members)
Democratic
conflict
competition
conformity
Athletic Business
Educational Sport
cooperation
coordination
creativity
TRADITIONAL
MONOCRATIC
BUREAUCRATIC
ROLE
CENTRALIZED
DECENTRALIZED
PERSONALITY
EMERGING
PLURALISTIC
COLLEGIAL
Professional = one who makes money from sport
affluence
CONSUMERS
clients
Primary - vicariously involved by live attendance and active support
Secondary - public in contact involved via mass media T.V. or Radio, passive spectators
Tertiary - public at large vicariously involved other than spectators -- reading or talking about sports
Tertiary - entrepreneurs, sponsors, club owners, involved but limited actual consequence on game outcome
Secondary - managers, coaches, officials involved at technical level
Primary - contestants (in game)
PRODUCERS
Amateur = one who does not make money from sport
autonomy
AMATEUR
Sports
Play
Participation
Service (Quantitive)
Desporter - Recreation - leisure - fun

Figure 2 - Professional-Amateur Dichotomy

Amateur Sport

Amateur refers to a person who pursues sport as avocation (or as a hobby). Etymologically and historically, sport is derived from the French and English desporter (carry away from work for fun, change) for recreation or leisure. Sport stresses play in order to participate, producing a service. The organizational structure most conducive to achieving this goal is a democratic mutual benefit association in which the members are the primary beneficiaries or to a lesser extent, the service organization in which the public in contact benefits. The primary focus of attention in amateur sport is upon the producers (players and coaches) and only in a secondary way upon the consumers (spectators and fans). Need for cooperation and coordination lends itslef to development of the individual personality.

Effectiveness and Efficiency

Philosophers deal with what ought and should be, with good and bad ends and right and wrong means; organizational analysts deal with what is and will be, with effectiveness and efficiency.[2]

In terms of effectiveness (achievement of goal) and efficiency (maintenance and economy of human and physical resources) the organizational structure, (business organization or commonweal), coaching techniques (chauvinistic and utilitarian), motivational systems (remuneration) of professional athletics are appropriate for its means (work), task (win), and goal (a highly-skilled qualitative product). They are not effective and efficient, however, for amateur sport and indeed are dysfunctional and destructive.

In terms of effectiveness and efficiency, the organizational structure (mutual benefit or service organization) coaching techniques (charismatic and voluntary), motivational system (normative) of amateur sports are appropriate for its means (play), task (participation), and goal (service to a large mass seeking involvement). Similarly, the amateur sports approach would be ineffective and inefficient in seeking the goals of professional athletics.

Emerging Theory and Practical Issues

On the basis of studies conducted to date a theory is emerging which sees the organization pass through three stages:[3]

1) Stage One is a primary recreational play era - sport as play - true sport.
2) Stage Two is a stable amateur sport/games era - sport as work - high sport.
3) Stage Three is an elaborate-professional athletic contest era - sport as a career - big time sport.

Stage One - primary recreational play - focuses on children;Stage Two - stable amateur sport/games - focuses on adults who manage and maintain the organization; and Stage Three - elaborate quasi-professional athletic contest era - results in most resources being diverted to adjudicate internal organizational arguments and to promote the organization among outer society. The cycle of conflict seems to go from technical problems in the initial stages; to a golden era of revitalization, reorganization and growing achievement; ultimately reaching a peak, after which the organization weakens and experiences increasing difficulties. At this point it either dissolves, or is absorbed into a super-organization, or it becomes rejuvenated and starts a new cycle.

Practitioners and researchers in the area of sport or athletics organizations have little difficulty tracing this evolutionary process. The case usually runs something like this. Initially in Stage One - primary recreational play - people with common needs interact with common environmental problems, to cooperate in task behaviour resulting in recreational play. In the early stage no one cares whether children have a high level of technical skill, coaches are master strategists, parents attend the games, or sponsors are willing to send their teams to regional, provincial, national or international championships. All anyone wants is a chance for kids and coaches to get together for fun and play. In the second stage - stable amateur sport-games, the primary play and games interact with personal needs of the adults involved in the organization, resulting in increased need for reliable performance which is secured through managerial structure in a maintenance subsystem. The coaches', executives', parents' and sponsors' identities get wrapped up with the success (winning or losing) of the team. Emphasis shifts from the players and children to coaches, managers, sponsors or owners, and most significantly to the consumers (parents and spectators). It is interesting to note that invariably in this stage those involved will develop an informal system and begin to contrast "play for fun behind the school" as opposed to "working to win in the organized league sports games." This is the point at which "all star teams"frequently emerge inextricably mingling community image with team success and, subsequently, diverting large portions of the organization's resources to service for this limited segment of the overall membership. Stage Three - elaborate quasi-professional athletic contest era - generates need for extensive environmental support and results in an adaptive subsystem to adjudicate conflict within the organization and in the boundary system with a procurement structure for resources, a disposal structure for products of the system and the express purpose of carrying on institutional relations between the athletic organization and outer society. Athletic contests draw the interest of the entrepreneur and professional athletics. We go from recreational play in Stage One, to amateur sport/games in Stage Two, and ultimately to quasi-professional athletic contests in Stage Three. This is the normal evolutionary process, inevitable unless concerted efforts are made by the organization or its consultants to inhibit or reverse this trend. In either case (uninhibited or inhibited evolution) considerable conflict is generated, particularly in the latter stages.

The SIR/CAR Model and Professional Athletic-Amateur Sport Dichotomy listed above have far reaching relevance in terms of how we should deal with conflict and violence at various stages in the growth and development of amateur/school sport organizations to professional athletics. The SIR/CAR Model and method does not claim to be definitive nor seek to impose closure upon the organization or its members, but rather to open the field up to inquiry and dialogue. In this regard, it is in marked contrast to the other extant systems analysis techniques utilized so extensively in business and government organizations. While the latter are based on the principle and concept of planned change, SIR/CAR is based on the concept of open-ended change. It is useful as a guide to conceptualization and investigation of a number of salient issues of both theoretical and practical interest; most notably (1) constraint vs personal freedom among the members of the organization; (2) continuity vs displacement of goals; (3) the status of the organization's growth, change, decay and revitalization; (4) structural effects of the 'inner' vs an 'outer' orientation. The propriety and relative effectiveness and efficiency of closed, planned or structured as opposed to open, unplanned and unstructured change is debated in the Special Issue on Self-Help Groups in the Journal of Applied Behavioral Sciences.[4] The points listed below are relevant when an organization or its members are deciding whether to utilize self-help systems analysis as opposed to outside help as conveyed through third-party intervention from the government(or, as a last resort, from the legal system):

1) constraint vs freedom within the group can be expressed in terms of the ideological conformity insisted upon by some self-help groups vs the freedom, spontaniety, and acceptance of differences found in others. This variable would seem to have important consequences for both group structure and for membership participation. One hypothesis would suggest that the greater the degree of ideological freedom (unity through diversity) demanded of the membership, the lower the probability that the organization will have to resort to third-party intervention or the legal system; whereas the higher the degree of ideological conformity demanded of the membership, the more the organization will have to resort to the legal system.[5] This hypothesis would appear to be supported by the frequent resort to the legal system in professional and high level amateur sport where the rules and regulations are quite rigid, as compared with the relative effectiveness of self-help groups in true mutual benefit or service organizations. The majority of legal cases involving mutual benefit or service organizations, amateur/school sport organizations seem to feature an individual player or parent as the plaintiff and a provincial/state,national or international amateur athletic organization

or professional athletic organization as the defendant. Comparison of structural dynamics and membership participation,on the one hand; and the conflict management mechanism,on the other hand,would be useful.

2) goal displacement - while empirical research on this aspect of self-help groups has hardly emerged, the subject seems of inherent importance as it is probable that patterns of change and conflict in self-help groups are frequently related to deep-seated ideological and value differences that emerge after initial task-related consensus. Invariably the ideological consensus or avowed goals last long after the actual behaviour manifest gross change in program goals, which ultimately lead to factional schisms and in some instances dissolutions.

3) Closely related is the pattern, if any, of self-help groups growth and development.[6] Classical social theory (Weber, Michels, et al) posits a generalized account of a movement on organization's growth to this effect: (1) the original charismatic leadership is replaced; (2) a bureaucratic structure emerges; (3) a general accommodation to the society occurs; and (4) participants develop an interest in group maintenance, regardless of the group's ability to attain its goals. Writing in 1961, on the experience of self-help groups of parents of handicapped children he had studied, Katz[7] conceptualized a "natural history" of five stages typical of their growth: (1) Origin, (2) Informal Organizational Phase, (3) Emergence of Leadership, (4) Beginnings of Formal Organization and (5) Paid Staff Workers and Professionals. SIR/CAR studies attest to a similar growth and development in the area of sport/athletics.

Katz's model, although influential as an early theoretical construct, needs further empirical investigation and revision in the light of later developments. Thus, some self-help groups have consciously avoided bureaucratization/professionalization and have not travelled to the fifth state of the model.[8] Other groups practice deliberate leadership rotation. Some of these that have become professionalized are now seeking to restore self-help participation, at a new and higher stage than occurred in their early development. (Among these are parent-initiated groups like the United Cerebal Palsy Association and the National Association for Retarded Children, which have become large national agencies with extensive professional staffs.)[9] Similar trends seem to be occurring and are reflected in the rebellions encountered by large national or international cartels such as Little League Baseball, the Canadian and American Amateur Hockey Associations, and even in national school sport organizations such as the National Federation of High School Athletics Associations of the United States and/or the Canadian Intercollegiate Athletic Union, or even to a larger extent, the National College Athletic Association of the United States.

4) It would seem particularly fruitful to compare groups with an 'inner as opposed to an outer orientation' along lines of member involvement, structural aspects, growth and development, and interrelationships with others. There is evidence that groups formed in the wake of the counter-culture movement of the late 1960's are more inwardly turned than earlier self-help groups. Assuming that sports is itself a counter-culture (as opposed to athletics which reflects the industralized Western work ethics) the relative effectiveness and efficiency of

self-help for sport (Bottoms Up Management), and legislation and litigation for professional athletics (Authority From Above) becomes apparent.

The complexity of the role of control, conflict and change in a social phenomenon such as sports/athletics running the full gauntlet from voluntary mutual benefit and service organizations to non-voluntary non-profit or profit government or business organizations presents a fruitful area for study. As indicated above, there is no lack of knowledgeable planned change professionals competent and interested in the high level amateur or professional athletic organizations and the athletes who work for them. What we do need are change agents conversant and committed to true amateur/school sport organizations and the players who are supposed to benefit from these organizations. The growing concern for the escalation of aggression and violence in both sports and athletics on the Canadian-American scene, combined with the inadequacies of our legal and judicial system to deal with the cases already confronting the courts, demand more immediate and detailed study/research on the nature of control, conflict and change in sport or athletics. Policy evaluation and policy planning research assessing the relative effectiveness and efficiency of 'Bottoms Up Management' and 'Authority From Above' in managing the conflict and violence which permeates North American sports/athletics is long overdue. The remainder of this paper is devoted to identification, delineation, evaluation (experimentation) and action for controlling conflict and change (particularly in voluntary organizations).

FOOTNOTES

1. Daniel Katz and Robert Kahn, Social Psychology of Organizations, New York: John Wiley and Sons, Inc., 1966.

2. See also Louis R. Pondy, "Organizational Conflict: Concepts and Models," in Administrative Science Quarterly. 12 (1967-68), pp. 297-320.

3. See Dick Moriarty,"A Model and Method for Organizational History," the proceedings of the 2nd Annual Canadian Symposium on the History of Sport and Physical Activity (May, 1971), Ottawa, Ont.: Canadian Association for Health, Physical Education and Recreation, 1971, pp. 307-344.

4. "Special Issue/Self-Help Groups," The Journal of Applied Behavioral Science. Leonard D. Goodstein (ed.) Vol. XII, No. 3 (July-August-September) 1976.

5. Eugene I. Bender, "The citizen as emotional activist: An appraisal of self-help groups in North America," Canada's Mental Health. Vol. 19, No. 2 (March-April 1971), pp. 3-7.

   J.F. DeJongh, "Self-help in modern society," in Self-Help in Social Welfare: Proceedings of the Seventh International Conference of Social Work. (June-July,1954), Toronto, Ontario.

   Petr Kropotkin, Mutual Aid: A Factor of Evolution (New York: New York University Press, 1972).

   E.P. Roy, Cooperatives: Today and Tomorrow. (Danville, Ill.: The Interstate Printers and Publishers, Inc., 1964) Chap. 3.

6. Michael Harrington, Socialism. (New York: Bantam Books, 1973).

7. Alfred H. Katz, Parents of the Handicapped. (Springfield, Ill.: Charles C. Thomas, 1961).

8. Alfred H. Katz, "Self-help organizations and volunteer participation in social welfare", Social Work, Vol. 15, No. 1 (January, 1970), pp. 51-60.

9. Alfred H. Katz and Eugene I Bender, The Strength in Us: Self-Help Groups in the Modern World. (New York: Franklin-Watts, 1976).

PART 3

CONTROL, CONFLICT AND CHANGE

> It is not unknown to me how many have been and are of the opinion that the worldly events are so governed by fortune and by God that we cannot by our prudence change them, and that, on the contrary, there is no remedy whatsoever and for this they may judge it useless to toil much about them and let things be governed by chance.
>
> (The Prince, 1694)

Comparison of the North American best sellers for the past several decades compared with the seventeenth century might lead an analyst to believe that in both times the people were possessed with the concept of power, privilege and prestige. The 1950's brought us William H. Whyte's insightful diagnosis of The Organization Man[1]; the 1960's opened and closed with irrevence, Parkinson's Law[2] and Peter's Principle[3]; and the 1970's have continued the trend with Robert Townsend's, Up the Organization[4], Charles Reich's, The Greening of America[5], and Alvin Toffler's, Future Shock[6]. More recently Bernstein and Woodward's, All the President's Men[7] provides a frightening reincarnation of Machiovelli's, The Prince .

Control = Power, Privilege and Prestige (Influence)
From Above or Below?

Closely associated with the question of control are the concepts of power, privilege and prestige (influence). "Power is the exercise, either potentially or actually, of coercion in those events where a conflict of interest exists."[8] Influence is a kind of psychological "force which produces an effect in behavior, psychological state or any other condition."[9] Included in the idea of influence are control-influence attempts backed by the means of coerced compliance and final authority--legitimate power accruing to a person from his position. These concepts seem to favour the concept of Authority From Above.

The definition of authority forwarded by Chester Barnard tends more to the emerging concept of authority from below - 'Bottoms Up Management'.

> If a directive communication is accepted by one to whom it is addressed, its authority for him is confirmed or established. It is admitted as the basis of action. Disobedience of such a communication is a denial of its authority for him. Therefore, under the definition the decision as to whether an order has authority or not lies with the person to whom it is addressed, and does not reside in 'persons of authority' or those who issue the order.[10]

The question of the source of power, prestige and privilege is a classic one in organizational analysis. It is one of the first to emerge in organizational theory and has been a basic and chronic problem in both sport and athletics. The groups competing for control in professional and high-level amateur athletics and school/amateur sports are the owners, paying consumers and the public-at-large, on one hand, and the players and volunteer coaches and administrators, on the other hand. Generally, school/amateur sport begins favouring the Emerging Pluralistic Collegial Concept (EPCC) of control and authority from below and then progresses or regresses (depending upon your moral bias and/or the effectiveness and efficiency of the evolution) to the Traditional Monocratic Bureaucratic Concept (TMBC) of authority from above. Invariably, the volunteers in school/amateur sport are instrumental in this evolutionary process, rationalizing that the increased funds available will lead to increased resources and seldom realizing that the transition has a high probability of disenfranchising those players and volunteers who pursue sport as an avocation (hobby). The owners and fan(atic)s who prime and support this transition are no less moral in their dedication to develop their favourite team to the "big times," with a winning edge (failing to realize that once this becomes the system no team competitor or coach is relatively advantaged).

TMBC = Traditional Monocratic Bureaucratic Concept vs.
EPCC = Emerging Pluralistic Collegial Concept[11]

The spokesman for TMBC is Max Weber who envisioned organization as:

Traditional--relatively stable with principles which apply with little change,

Monocratic--authority coming from above as in feudal times (God, Monarch, noble),

Bureaucratic--pyramidal hierarchical organization with power passing from superordinates to subordinates,

Concept--this concept is characterized by fixed officers, specific duties, division of labor, extensive sets of rules, position over person, impersonal treatment, specialized technical skill and loyalty.

The chief spokesmen for EPCC are Chris Argyris and Rensis Likert who envision organization as:

Emerging--changing with principles determined by the specific circumstances,

Pluralistic--authority coming from those involved in the venture,

Collegial--colleagues associating in an endeavour to achieve a specific task similar to a college situation which emphasizes academic freedom, dignity of the individual and senate control of academics.

Concept--this concept is characterized by loose structure and less precise definition of duties, professional job descriptions as opposed to precise definition of duties, freer communications, decentralized decision making, more group process, more personalized treatment and less parochial outlook.

The pros and cons of these basic approaches could be debated without end. Effectiveness of the TMBC (most tangible returns for the energy expended) versus the efficiency of the EPCC (group maintenance and satisfaction). Certainly the TMBC, which had its philosophic origin in the 'Reign of Reason' of Hagel and its moral justification in the Protestant Ethics, has been the most widely used system in advanced countries regardless of philosophy, history, economic or social structure.[12] While the material gains have been great many feel much has been lost in personal dignity and human relations.

The philosophic foundations of EPCC are to be found in the 'Liberté, Egalité and Fraternité' of the French and American Revolutions and its moral justification in the Social Ethics described by William Whyte in The Organization Man. Advocates of this position maintain the participative leadership, group centered management by objectives, administration by results bottoms-up approach will yield greater returns as a result of improved human relations.

Katz and Kahn point out the basic and sometimes subtle distinction between the autocratic TMBC and the democratic EPCC.

> Every organization has an executive system for carrying out policies and the implementation of administrative decisions. In a democratic structure there is, in addition, a separate legislative system with the power vested in the membership to select top executives, to set policies, to choose between alternative policies of leadership, or to veto policy proposals. . . .It is also possible for an authoritarian structure to have a separate legislative and executive system, in which the appointment or self-perpetuating board of directors set policy and the management and subordinates execute it. The essential difference between a democratic and authoritarian system is not whether executive officers order or consult with those below, but whether the power to legislate is vested in the membership or the top echelon.[13]

Advantages of TMBC and EPCC

TMBC is best in terms of effectiveness and survival when: (1) individual tasks are minimal, (2) creativity is not required and compliance with regulations is sufficient, (3) identification with the goals of the organization are not required, (4) environmental demands on the organization are clear and implications obvious, (5) information is redundant, (6) speed in decision making is critical since each additional person adds significantly to costs and risks, and (7) organizational circumstances approximate those of a closed system.

EPCC is best in terms of efficiency and survival when: (1) the organization is maximally open to the environment, (2) the organization places great value on receiving and using all information, (3) the environment is changing rapidly in ways posing complex and difficult problems of organizational adaptation, (4) correctness and appropriateness of adaptation are more important than the speed with which decisions are made, (5) individual roles require creativity and broad understanding of organizational functions and motives and (6) motivation comes from identification of one's goals with the gains of the organization.

If sports/athletics is a counterculture, the swing of the pendulum in turning from EPCC to TMBC will be in counterbalance with the norm in our society. For example, at the turn of this decade when we witnessed the tragedy at Kent State and the student campus riots throughout North America, coaches like Woody Hayes at the Ohio State University emerged as pillars of TMBC and the Ohio State Buckeyes dutifully played their spring intersquad game before adulating students and faculty and the university administration who honoured an informal truce. Conversely, now as the pendulum swings back to more traditional authority on our Canadian-American campuses, we see an escalation of student competitors resorting to the courts in order to secure their rights.[14] Similar trends exist in the professional athletic world, as documented by Jonathan Brower in his article, "Professional Sports Team Ownership: Fun, Profit and Ideology of the Power League," in the recent issue of Journal of Sport and Social Issues.[15] Some social scientists recommend

EPCC for decision making and TMBC for implementation; however, this seems to oversimplify the challenge inherent in dealing with conflict and change in any social institution (voluntary or non-voluntary), let alone in the volatile social phenomenon we call sport or athletics.

Conflict and Change in Amateur/School Sport or Professional Athletic Organizations

Little study or research has been done in the area of conflict and violence in sport or athletic organization, per se. The bibliography which is appended contains the more noteworthy publications on this topic, most of which had been generated in the field of social and/or administrative science, rather than physical and health education. These writings and the models drawn from them and listed below provide foundation upon which consideration of conflict and change in amateur sport or professional athletic organizations can be built. Although every organization considers itself to be unique and its problems to be the critical questions, numerous studies have shown that similarities outweigh dissimilarities in organizations which fall into the same categories in a typology. Indeed, this is the phenomenon which allows foresight or prediction of probable outcomes.

Stodgill, Shartle and associates at the Ohio State Leadership Institute after twenty years of intense research on a variety of organizations stated the cyclic theory of conflict paraphrased below:

> The various nature of organizations, if they survive any length of time, exhibit cyclical periods of conflict, growth and decline. They often experience difficulty and hardships of the technical nature in the early stages of development, then exhibit a period of revitalization, reorganization and growing achievement. After reaching a peak of achievement they begin to weaken and experience increasingly serious difficulties. Under extreme deterioration they either dissolve, are absorbed, or become rejuvenated and start a new cycle.[16]

Katz and Kahn and associates at the University of Michigan Survey Research Center studied organizations throughout the '50's and '60's and developed a similar but more sophisticated theory dealing with the growth, development and decline of organizations. Katz and Kahn, in The Social Psychology of Organizations,[17] present both a model and theory which can be employed in analyzing amateur sport or professional athletic organizations. Fundamentally, this theory maintains that every organization goes through three stages with sub-systems as listed below:

Stage 1 - Primitive (or Primary) with a Production sub-system
Stage 2 - Stable with a Maintenance and Managerial sub-system
Stage 3 - Elaborate with an Adaptive and Boundary system

Many of the problems that plague professional athletics and amateur sport undoubtedly result from failure to annually analyze and evaluate policies and procedures (beyond technical skills, production,and management and maintenance decision making), which leads to esclating and ultimately exploding conflict and potential self-destruction. Even in the latter stages of this evolutionary process the emphasis in most amateur/school sport and/or professional athletic organizations is upon evangelizing and espousing blind ideological public relation messages for those at the boundary, rather than evaluation and analysis for adaptation from research and development. Ironically, even educational institutions have been guilty of this in school sports/athletics.

STOGDILL'S CYCLES OF CONFLICT

1 TECHNICAL PROBLEMS

2 SUCCESS CONFLICT

3 CONFRONTATION ISSUES

KATZ AND KAHN STAGES OF GROWTH

STAGE 1

- PRIMARY
  - PRODUCTION

STAGE 2

- STABLE
  - MANAGEMENT
  - MAINTENANCE

STAGE 3

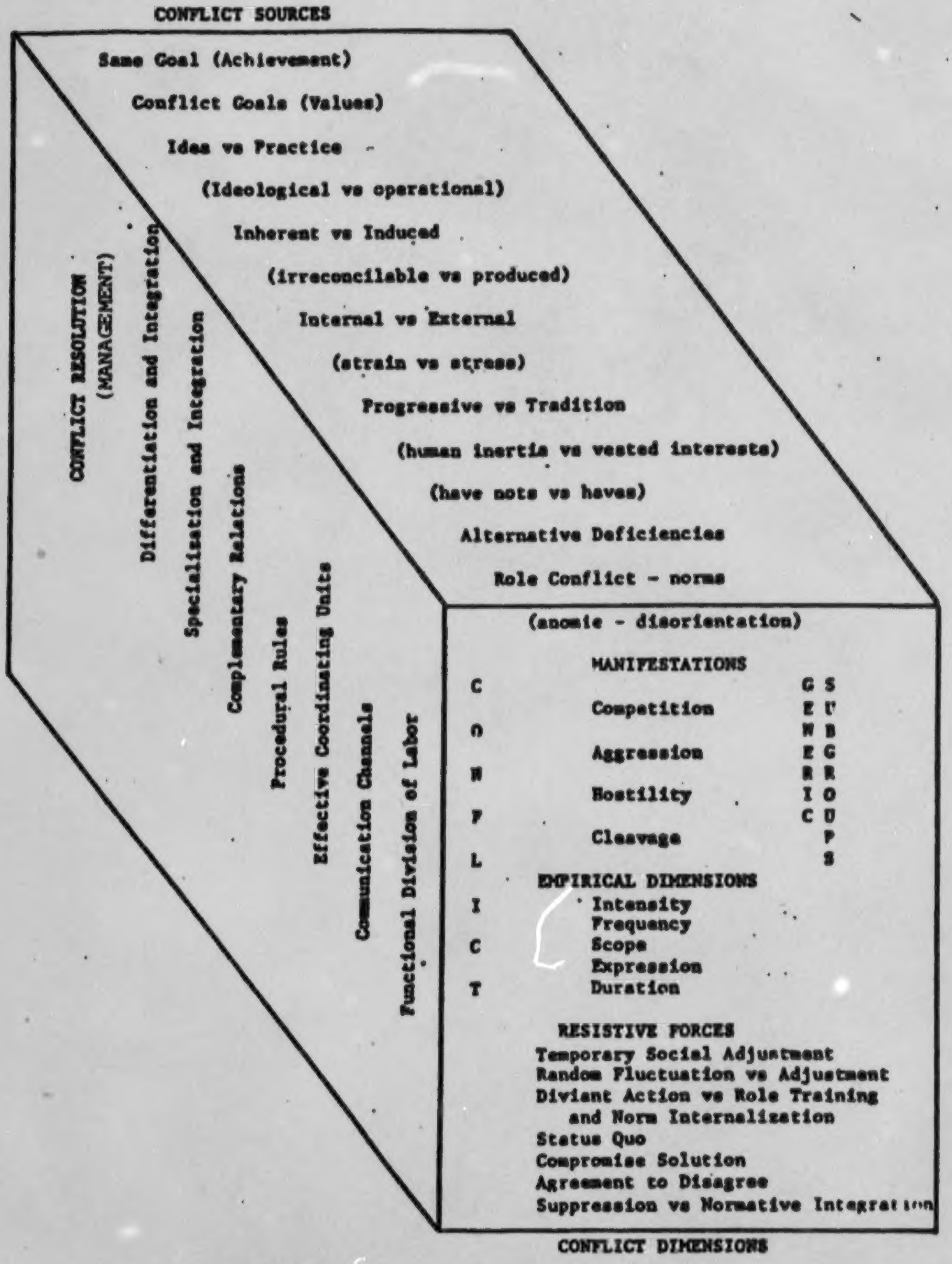
- ELABORATE
  - ADAPTIVE
  - BOUNDARY

More emphasis must be placed in school/amateur sport and professional athletics on how to analyze, detect and manage (1) 3D conflict dimensions (sources, dimensions and resolution),(2) conflict management theories and strategies (power vs change,and structural vs interpersonal)and (3) organizational change (planned or spontaneous) by frontier action study/research.

3D Conflict Dimensions

3D Conflict Dimensions, below, adopted from Olsen, The Processes of Social Organizations,[18] presents conflict sources, conflict dimensions, and conflict management techniques. Those involved in sport or athletic organization may encounter any or all of the conflict sources listed. For example, two individuals or teams vying for the same championship would fall under the same goal (achievement) source. Groups in an organization debating the merits of travel teams as opposed to house league teams are involved in conflict on goals (values). The idea vs practice (ideology vs operational) is seen when Little League parents maintain that thereis too much emphasis on winning,on one hand, but argue there is nothing they can do about it,on the other. The mixing of the Russian "amateur" hockey team with the Canadian "professional all-stars" in the super series is an example of inherent or irreconcilable conflict. The coach who sends his weakest player out to instigate a fight with the opposition's best player in a bantam hockey travel league game provides us with an example of induced or produced conflict. Internal (strain) and external (stress) are observed constantly in both sport and athletic organization as the public press, radio and TV build up the Stanley Cup, or coaches and parents in Windsor Minor Hockey get their players up for the "day of champions." Progressive vs traditional conflict relates to the "have-nots" who want change or progress, and the "haves" who want tradition

3D CONFLICT DIMENSIONS


CONFLICT SOURCES
Same Goal (Achievement)
Conflict Goals (Values)
Idea vs Practice -
(Ideological vs operational)
Inherent vs Induced
(irreconcilable vs produced)
Internal vs External
(strain vs stress)
Progressive vs Tradition
(human inertia vs vested interests)
(have nots vs haves)
Alternative Deficiencies
Role Conflict - norms
(anomie - disorientation)
CONFLICT RESOLUTION
(MANAGEMENT)
Differentiation and Integration
Specialization and Integration
Complementary Relations
Procedural Rules
Effective Coordinating Units
Communication Channels
Functional Division of Labor
CONFLICT
MANIFESTATIONS
Competition
Aggression
Hostility
Cleavage
GENERIC
SUBGROUPS
EMPIRICAL DIMENSIONS
Intensity
Frequency
Scope
Expression
Duration
RESISTIVE FORCES
Temporary Social Adjustment
Random Fluctuation vs Adjustment
Diviant Action vs Role Training
and Norm Internalization
Status Quo
Compromise Solution
Agreement to Disagree
Suppression vs Normative Integration
CONFLICT DIMENSIONS

3D Conflict Dimensions Adapted from Olsen, The Processes of Social Organizations.

or status quo. In Windsor Minor Hockey, the traditional "haves" (travel team) feel very threatened by Project Competition Concern while the "have-nots" (house leagues) continually refer to the progressive developments. Alternative deficiencies refer to narrow sightedness in terms of alternatives. The NFL and the AFL allowed conflict to become so dysfunctional that it almost destroyed both leagues before agreeing to the alternative of amalgamation. University and amateur teams invariably engage in this type of destructive conflict. Role conflict is seen in professional athletics when Joe Schmidt, coach of the Detroit Lions, resigns when "coaching is no longer any fun," or in amateur sport when a gymnastics coach wants a higher salary so that "she can make the players work harder in order to win."

Conflict dimensions fall into generic sub-groups. They are manifest as (1) competition, (2) aggression, (3) hostility, (4) cleavage (and what we might add #5, violence). Also listed under conflict dimension are empirical dimensions by which we can measure conflict and resistive forces.

The final panel presents conflict resolution techniques or more appropriately management techniques such as (1) differentiation and integration (splitting Windsor Minor Hockey into scoring and non-scoring leagues), (2) specialization and integration such as dividing coaching responsibilities among offensive and defensive coaches with a head coach intergrating all, (3) complimentary relations (such as having the NHL and the WHA agree upon age levels for recruitment of players), (4) procedural rules (such as providing protest system in professional athletics or prohibiting managers from speaking to officials in Little League), (5) effective coordinating units, (6) communication channels and (7) functional division of labour (such as executive, convenors, coaches, women's auxiliary, etc.).

Conflict Management Theory and Strategy

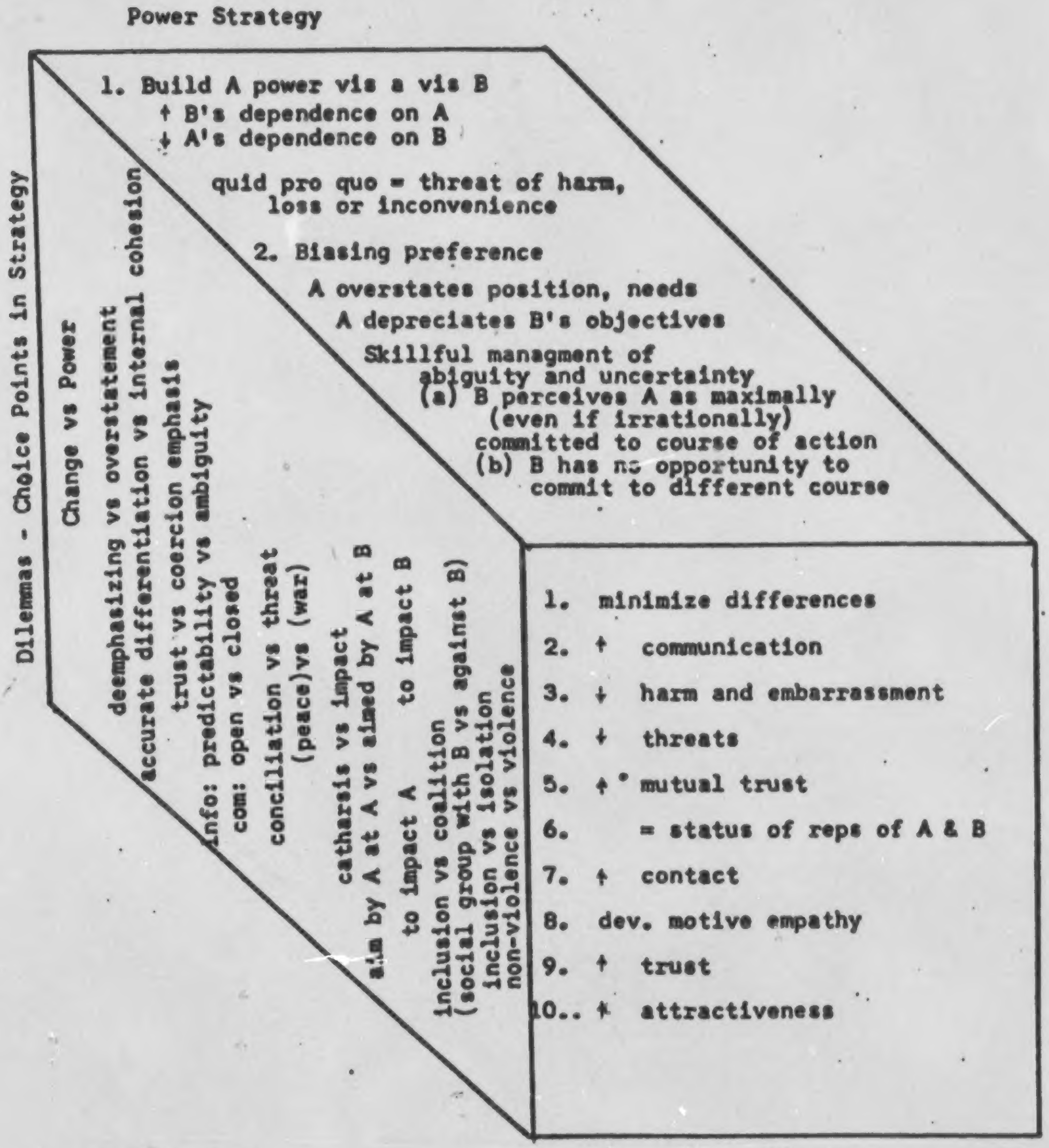
Listed below are three prominent theories of conflict management:

1. Richard S. Walton, "Two Strategies of Social Change and Their Dilemmas," in the planning of change.[19]
2. Blake, Shepherd and Mouton, "Managing Intergroup Conflict in Industry."[20]
3. Thompson and Tudens, "Strategies, Structures and Processes of Organizational Decisions."[21]

Walton's model suggests that there are two fundamental strategies dealing with conflict in change: (1) power strategy, and (2) change strategy. The quid pro quo for power strategy is threat of harm, loss or inconvenience. Power strategy features A overstating its position, putting B's position down maximally (even if irrationally), limiting itself to one course of action and reducing B's opportunities to commit the different courses of action. Change strategy, on the other hand, attempts to minimize differences between A and B by increasing communication, trust, contact and attractiveness while decreasing threats of harm and embarrassment.

These two strategies, for example, were employed in athletics in the struggle between the NFL and the AFL. Initially, the NFL used power strategy while the AFL used change strategy. In the latter throes of this struggle, the AFL shifted to power strategy and committed itself to a course of self-destruction (if need be) in order to bring about amalgamation. As pointed out in the "Dilemmas - Choice Points in Strategy," Change Strategy features emphasis on accurate differentiation, trust, predictability and open communication, conciliation, non-violence inclusion and a catharsis aimed at the AFL by the AFL. Power strategy, on the other hand by the NFL, featured overstatement of their position and internal cohesions within the NFL, coercion,

Power vs Change Strategy



Power Strategy

1. Build A power vis a vis B
   - ↑ B's dependence on A
   - ↓ A's dependence on B

quid pro quo = threat of harm, loss or inconvenience

2. Biasing preference
   - A overstates position, needs
   - A depreciates B's objectives
   - Skillful managment of abiguity and uncertainty
     - (a) B perceives A as maximally (even if irrationally) committed to course of action
     - (b) B has no opportunity to commit to different course

Dilemmas - Choice Points in Strategy

Change vs Power

deemphasizing vs overstatement

accurate differentiation vs internal cohesion

trust vs coercion emphasis

info: predictability vs ambiguity

com: open vs closed

conciliation vs threat

(peace)vs (war)

catharsis vs impact

aim by A at A vs aimed by A at B

to impact A to impact B

inclusion vs coalition

(social group with B vs against B)

inclusion vs isolation

non-violence vs violence

1. minimize differences
2. ↑ communication
3. ↓ harm and embarrassment
4. ↓ threats
5. ↑ mutual trust
6. = status of reps of A & B
7. ↑ contact
8. dev. motive empathy
9. ↑ trust
10. ↑ attractiveness

Change Strategy

Adapted from

Richard S. Walton, "Two Strategies of Social Change and Their Dilemmas," in The Planning of Change. Warren Bennis, Kenneth D. Benne and Robert Chin (eds.) New York: Holt, Rinehart and Winston, Inc., 1969, p. 167-175.

by Dick Moriarty

ambiguity, closed communication, catharsis by the NFL aimed at the AFL, and isolation. The NCAA appears to be using NFL tactics in dealing with the AIAW.

Regardless of whether power or change strategy is used, it must be remembered that coping equals avoidance of minimizing of strategy contradictions, and it must be realized that non-violence can be as devastating as physical violence in resulting in destruction of social norms, the power base, etc. (i.e., change sometimes must hurt whether achieved by power or change strategy).

Blake, Shepherd and Mouton's model is built on two axis. The vertical axis provides for consideration of the stakes (high, moderate or low) as well as active or passive behaviour. The horizontal axis provides for the three basic assumptions towards inter-group disagreement (1) conflict is inevitable, agreement impossible (AAU of USA vs NCAA; and Sport Canada vs CIAU), (2) conflict is not inevitable, yet agreement is not possible (National School Athletics vs Regional State/Provincial rights), and (3) although there is conflict, agreement is possible (state/provincial school associations vs national federations). This theory would suggest that in cases where conflict is inevitable and agreement impossible (as in the early stages of the NFL-AFL controversy) an active strategy of win-lose power struggle is appropriate. On the other hand, in situation 1 where moderate stakes are involved such as the transfer of competitiors from one league to another after playing out their option, third party judgement is appropriate strategy. Where stakes are low in a conflict inevitable-agreement impossible situation such as the juxtaposition of reporting of scores from the NFL and the AFL, passive strategy or leaving it to fate is recommended.

Conflict Stakes & Strategies

Pessimistic — Optimistic

	Conflict Inevitable Agreement Impossible	Conflict Not Inevitable, Yet Agreement Not Possible	Although There Is Conflict, Agreement is Possible	
Active ↑	Win-Lose Power Struggle	Withdrawal	Problem-Solving	High Stakes ↑
	Third Party Judgment	Isolation	Splitting The Difference (Compromise, Bargaining, etc.)	Moderate Stakes
↓ Passive	Fate	Indifference OR Ignorance	Peaceful Coexistence ("Smoothing Over")	↓ Low Stakes
	1	2	3	

The three basic assumptions toward intergroup disagreements and their management.

Robert R. Blake, Herbert A. Shepard and Jane Morton, *Managing Intergroup Conflict in Industry*, Houston, Texas, Gulf Publishing Company, 1964.

The rest of the model may be read in a similar way. Panel 3 (although there is conflict, agreement is possible) describes the latter stages of the NFL-AFL controversy. Panel 2 (conflict not inevitable, yet agreement not possible) was typified by the Canadian Intercollegiation Athletic Union (CIAU) and the National College Athletic Association (NCAA) prior to attempts to initiation of the CIAU-NCAA hockey playoff.

Thompson and Tuden's Strategies, Structures and Processes of Organizational Decisions outline four types of decision-making strategies and four types of organization. In the first instance, where there is agreement on goals and means, the decision-making strategy suggested is rational calculation in the bureaucratic organizational structure with the motivational strategy based on compensation (more prestige, privilege or whatever is valued by the organization members). Case #2 where there is agreement on goals but not on means, decision-making should focus on means in a collegium organizational structure made up of self-governing peers with a motivational strategy based on judgement in terms of efficiency. #3 situation shows disagreement on goals but an agreement on means suggests collective decision-making in representative organizational structure and strategy of compromise. The fourth instance, with disagreement on both goals and means, leads to individual decisions with no formal organization with an inspirational or motivational strategy.

An example of these four situations occurred in the Ontario Universities Athletic Association on the question of advertising by a brewery. In the first instance there was agreement that there should be no ads and that the decision should be made by the Administrative Council. In the second instance there was agreement that there should be no ads, but disagreement as to whether or not the decision should be made by the Administrative Council (athletic

Adapted from: Thompson & Tudens, *Strategies, Structures and Processes of Organizational Decisions*

by Dick Moriarty

goals & means = 1. four types of DM strategies
2. four types of organization → #1

cause and effect relation

goal &	means	strategy	description	organizational structure
no ads +	Adm C +	compensational	rational calculations	bureaucracy
no ads +	Adm C - B. Gov.	judgemental	decide on means	collegium self governing peers Bd. of Directors or prof.
$ & ads -	+ Adm C	compromise	collective decisions	representative body U.S. Congress
$ - ads	Adm C - B. Gov.	inspirational	individual decisions	no formal organization anomie charismatic movement

directors) or the Board of Governors (athletic directors and faculty representatives). In the third instance there was a disagreement with (1) one group saying there should be no ads and (2) the other group saying that there should be ads, if sufficient financial compensation was made by the sponsor; but agreement that the decision should be made by the Administrative Council. In the fourth instance, there was disagreement not only on advertising vs advertising with adequate financial compensation but also whether or not the Administrative Council or the Board of Governors should decide this question.

There are a number of instances in amateur sport or professional athletic organizations in which these theories or models could be applied in terms of either predicting future trends or identifying and managing conflict.

Organizational Change (Planned vs Spontaneous)
by Frontier Action Study/Research

> Change = variation in variable such as manpower, training, ... facilities, personnel, scheduling, organizational structure, performance criteria, marketing strategies . . . An analyst almost has to choose a limited number of variables which are recognized as dynamically interdependent and then try to work from there towards a more accurate understanding of reality.[22]

Barnes' outline on "Organizational Change and Field Experiment Method," is outlined and compared in the model below with that of SIR/CAR. Three panels are presented:

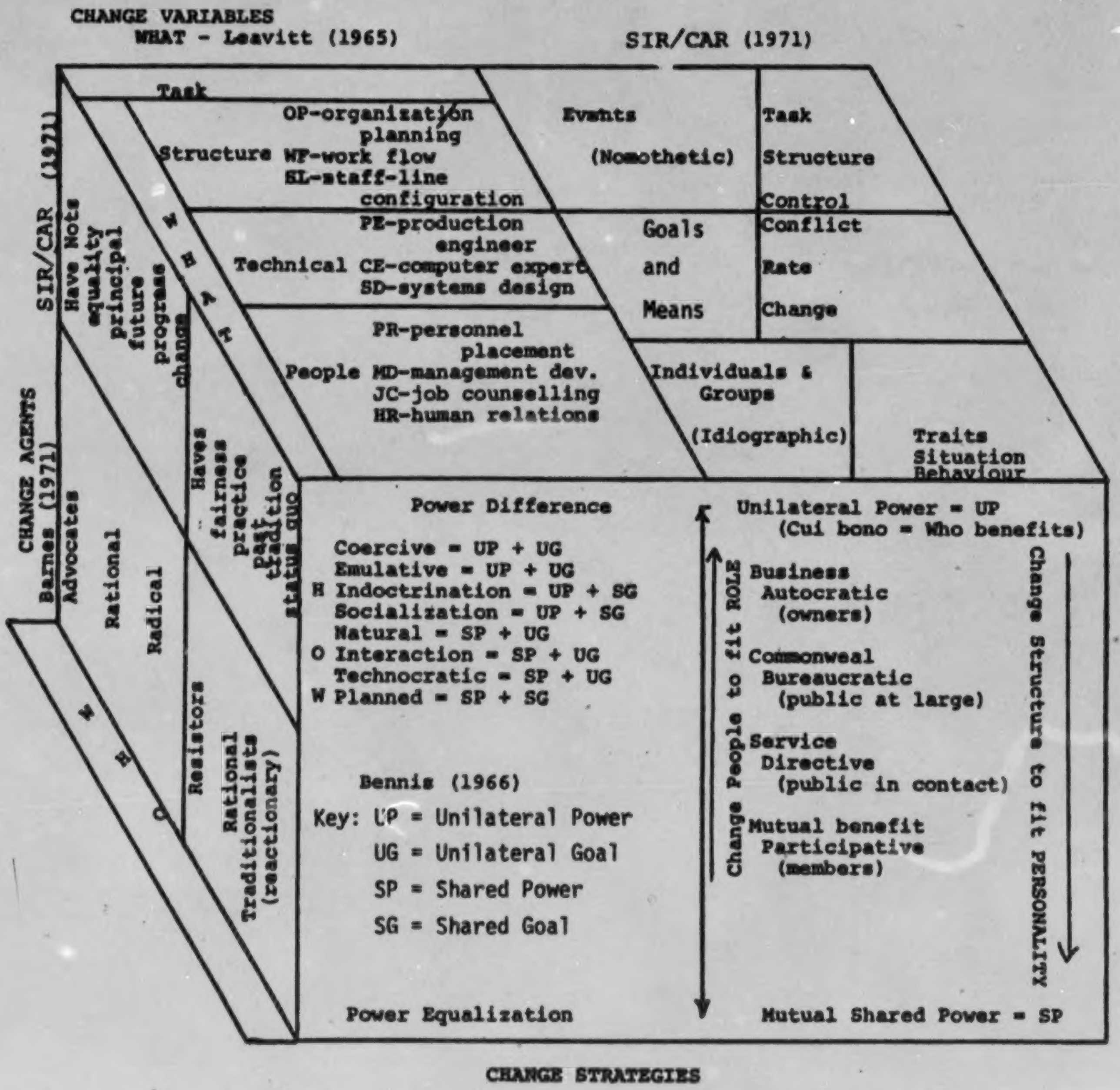
1. CHANGE VARIABLES or WHAT,
2. CHANGE STRATEGIES or HOW,
3. CHANGE AGENTS or WHO.

Panel 1 dealing with CHANGE VARIABLES or WHAT lists three components of an organization, any one or all of which may be changed. In Barnes' terminology these three are: (1) structure, (2) people and (3) technical aspects. Their counterparts in the SIR approach are: (1) events, (2) individuals or groups and (3) trends. Each of these major components are further subdivided into sub-components (i.e., structure for Barnes equals organizational planning, work flow and staff-line configuration).

Panel #3 deals with CHANGE AGENTS or WHO supports or opposes change. Barnes suggests that advocates may range from those who are rational to those who are radical. Similarly resistors may range from those who are rational to those who are reactionary. The SIR counterpart subdivides advocates and resistors of change into have-nots (advocates) and haves (resistors). The have-nots want equality, principle, future outlook, progress and change, while haves want fairness (their fair share), decision-making on practice, past or traditional outlook and the status quo.

CHANGE STRATEGIES or HOW depends upon whether there is power difference in which unilateral power is advocated or power equalization in which mutually-shared power is advocated. Barnes' spectrum of change strategies ranges from #1, Coercive where unilateral power and unilateral goals predominate to #8, Planned where shared power and shared goals are predominant. Barnes substantiates the spectrum of strategies with the review of permanent practitioners and theoreticians who have influenced change strategy throughout the twentieth century:

ORGANIZATIONAL CHANGE AND FIELD EXPERIMENT METHOD


CHANGE VARIABLES
WHAT - Leavitt (1965)
SIR/CAR (1971)
Task
Structure
OP-organization planning
WF-work flow
SL-staff-line configuration
Technical
PE-production engineer
CE-computer expert
SD-systems design
People
PR-personnel placement
MD-management dev.
JC-job counselling
HR-human relations
Events
(Nomothetic)
Task
Structure
Control
Goals and Means
Conflict
Rate
Change
Individuals & Groups
(Idiographic)
Traits
Situation
Behaviour
SIR/CAR (1971)
Have Nots
equality
principal
future
progress
change
WHAT
Haves
fairness
practice
past
tradition
status quo
CHANGE AGENTS
Barnes (1971)
Advocates
Rational
Radical
Resistors
Rational
Traditionalists
(reactionary)
WHO
Power Difference
Coercive = UP + UG
Emulative = UP + UG
H Indoctrination = UP + SG
Socialization = UP + SG
Natural = SP + UG
O Interaction = SP + UG
Technocratic = SP + UG
W Planned = SP + SG
Bennis (1966)
Key: UP = Unilateral Power
UG = Unilateral Goal
SP = Shared Power
SG = Shared Goal
Power Equalization
Unilateral Power = UP
(Cui bono = Who benefits)
Change People to fit ROLE
Business
Autocratic
(owners)
Commonweal
Bureaucratic
(public at large)
Service
Directive
(public in contact)
Mutual benefit
Participative
(members)
Change Structure to fit PERSONALITY
Mutual Shared Power = SP
CHANGE STRATEGIES

HOW - UP = unilateral power UG = unilateral goal
SP = shared power SG = shared goal

Adapted from Louis B. Barnes, "Organizational Change and Field Experiment Method," in V.H. Vroom (ed.) Organizational Design and Research Pittsburg, Pa.: University of Pittsburg Press, 1971.

1. Decree Theory (Taylor, 1911 & Gouldner, 1954),
2. Replacement Theory (Gouldner, 1954),
3. Group Decision Theory (predetermined - French, 1948 & Lewin, 1958),
4. Data Discussion (Mann, 1957),
5. Structure (Dalton, Barnes, Zaleznik, 1971),
6. Problem Solving (Sofer, 1961 & McGregor, 1960),
7. T-Group (Likert, 1961 & Argyris, 1962).

The SIR CHANGE STRATEGIES suggest that professional athletic (business and commonweal organizations) operate most effectively and efficiently on an autocratic or bureaucratic structure with system change focusing on the idiographic or individual and group dimension. On the other hand, amateur sport (mutual benefit or service organizations) operate most effectively and efficiently on a participative or directive structure with system change emphasis on the nomothetic or structural dimension. In other words, in a professional athletic business organization emphasis, conflict requireing change - people are replaced; whereas, in a voluntary amateur sports organization if there is conflict requiring change, it is easier to change the structure. A specific example of this would be Little League T Ball. If the children, coaches, parents, officials and executives observe an intolerable level of conflict resulting from conducting the activity on a professional athletic basis, there is a higher probability of success in changing the structure of the organization to that of a truly amateur sport or play situation rather than attempting to socialize the participants so that they can tolerate the highly conflictual nature of professional athletic organizations. Looking at professional athletics, ineffectiveness and inefficiency in a business organization, such as the Detroit Red Wings, suggests a change in personnel at either the participant, coach or management level.

Scholars and scientists have debated for centuries the basic issue of the interrelationship of conflict and change. In Europe disciplinarians (essentialists) sought the answer in definitive statements on specific issues, while in North America professionals (instrumentalists) have sought tentative answers to significant questions. The various disciplines/professions have stated the problem in a variety of ways:

> "Is it heredity or environment or the interaction of these two which determines individual development?" - psychology and biology
>
> "Is the group a static composite of the roles or a dynamic composite of the individual personalities? - sociology
>
> "Do cultures rise and fall in cycles or change erratically?" - anthropology
>
> "Is being eternal or temporal and which of these should determine what ought to be?" - religion and philosophy
>
> "Does change come about by evolution or revolution?" - political science
>
> "Does order or disorder prevail in our environment?" - geography, biology and physics
>
> "Does reality exist in continuous or discontinuous form and cluster in normal or abnormal curves?" - research and mathematics
>
> "Do people make the times or do times make the people?" - history
>
> "Do organizations make individuals and groups or do individuals and groups make organizations?" - administrative science

Considerable progress has been made in recent decades in analyzing and predicting organizational behaviour through interdisciplinary task force teams. The pioneer work by Ralph M. Stogdill and associates at the Ohio State University Leadership Institute has been augmented by the efforts of Daniel Katz, Robert L. Kahn and Rensis Likert at the University of Michigan Social Research Center and Research Center for Group Dynamics.[23] More recently the contribution came from organizational development consultants (and researchers) such as Warren G. Bennis, President of the University of Cincinnati; Richard E. Walton, Harvard University; Robert R. Blake and Jane S. Mouton of Scientific Methods, Inc.; Richard Beckard of Richard Beckard Associates and Massachusetts Institute of Technology; and Edgar H. Schein, Massachusetts Institute of Technology.[24] For the most part, these men are organizational development consultants who have been involved in planned change (and in a limited number of instances some post hoc organizational research).

Bennis, in his text Changing Organizations, points out the distinction between organizational development (OD) or planned change, and organizational research (OR) is found in strategic variables.[25] OR variables include qualitative-measurement of inventorying, allocating, queuing, sequencing, routing, replacing, computing and searching. OD variables, on the other hand, include qualitative-evaluation of appropriate mission or values, human collaboration and conflict control and leadership, coping with and resisting change, utilizing human resources, communication between hierarchical levels, growth and development patterns, and management and career development.

OR practitioners tend to set up economic or engineering variables, certain variables which are quantitative and measurable and which appear to be linked directly to the efficiency of the system; while OD practitioners tend to be more concerned with the human variables and values. Bennis's Changing Organizations presents an excellent synopsis of the work done in planned change or organizational development, and organizational research to date.[26]

What we require at this time is application of these systems analysis techniques to the business and commonweal organizations we find in professional and high-level amateur athletics. Further, we need modifications such as SIR/CAR to bring together theoreticians and practitioners to deal with voluntary mutual-benefit service organizations such as we find in true amateur and school sports. In other words, let's control professional athletics by centralized investigation, legislation (and litigation if necessary) and amateur/school sports by decentralized evaluation, cooperation and coordination.

FOOTNOTES

1. William H. Whyte, Jr. The Organization Man. (Garden City, N.Y.: Doubleday Anchor Books, Doubleday & Co., Inc., 1956).
2. See Northcote Parkinson, Parkinson's Law (New York: Ballantine Books, 1964).
3. Lawrence Peter, The Peter Principle (New York: William Morrow and Co., Inc., 1969).
4. Robert Townsend, Up the Organization (New York: Alfred A. Knopf, 1970).
5. Charles A. Reich, The Greening of America (New York: Random House, 1970).
6. Alvin Toffler, Future Shock (New York: Random House, 1970).
7. Carl Bernstein and Bob Woodward, All the President's Men (New York: Warner Books Edition, Simon and Schuster, 1975).
8. Herbert Stroup, Bureaucracy in Higher Education (New York: Free Press, 1966), 129.

9. Daniel Katz and Robert L. Kahn, The Social Psychology of Organizations (New York: John Wiley & Sons, Inc., 1966), 216.

10. Chester Barnard, The Function of the Executive (Cambridge, Mass.: Harvard University Press, 1942), 163.

11. Herafter referred to as TMBC and EPCC See Edgar L. Morphet, Roe L. Johns and Theodore L. Reller, Educational Organization and Administration, 2nd Ed. (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1967),98-118.

12. Herbert Stroup, Bureaucracy in Higher Education (New York: The Free Press, 1966), 29.

13. Daniel Katz and Robert L. Kahn,The Social Psychology of Organizations (New York: John Wiley & Sons, Inc., 1966), 45

14. See Dick Moriarty, "Sport or Athletics, Violence and the Law," in Proceedings of the University of Ottawa-Faculty of Law, Common Law Section-Annual Symposium on Sport, Law and Policy, held at the University of Ottawa, Friday and Saturday, February 4 and 5, 1977.

15. Jonathan Brower, "Professional Sports Team Ownership: Fun, Profit and Ideology of the Power League," Journal of Sport and Social Issues, 1: 1 (1976), 17-51.

16. Ralph M. Stogdill, statement in a personal interview held at his office, March 15, 1970. See also Ralph M. Stogdill, Handbook of Leadership: A Survey of Theory and Research (New York: The Free Press, 1974).

17. Daniel Katz and Robert L. Kahn, The Social Psychology of Organizations (New York: John Wiley & Sons, Inc., 1966).

18. Marvin E. Olsen, The Processes of Social Organization. (New York: Holt, Rinehart and Winston, 1968).

19. Richard S. Walton, "True Strategies of Social Change and Their Dilemmas," in The Planning of Change by Warren Bennis, Kenneth D. Benne and Robert Shin (Eds) (New York: Holt, Rinehart and Winston, 1969), 167-175.

20. Robert R. Blake, Herbert A. Shepard and Jane S. Mouton, Managing Intergroup Conflict in Industry. (Houston, Texas: Gulf Publishing Company, 1964).

21. James Thompson and Arthur Tudens, Strategies, Structures and Processes of Organizational Decisions. (Pittsburgh, Penn.: University of Pittsburgh Press, n.d.).

22. Lewis B. Barnes, "Organizational Change and Field Experiment Method," in B.H. Vroom (ed) Organizational Design and Research (Penn.: University of Pittsburgh Press, 1971),59.

23. For a complete theoretical analysis of the research underlying SIR/CAR see Dick Moriarty, James Duthie and Megid Ragab, "Change Agent Research: Combining Organizational Development and Organizational Research (CAR: OD + OR)," Management by Objectives 4:3 (May, 1975), 44-45.

24. See the Addison-Wesley series on organizational development, published in 1969, which includes:

    a) Richard Eckert, Organizational Development: Strategies and Model.

    b) Warren G. Bennis, Organizational Development: Its Origins and Prospects.

    c) Robert R. Blake and Jane S. Mouton, Building a Dynamic Corporation through Grid Organization Development.

    d) A.H. Davis, Group Performance.

    e) Paul R. Lawrence and J.W. Lorsch, Developing Organizations; Diagnosis and Action.

    f) Edgar H. Schein, Process Consultation: Its Role in Organization Development.

    g) Richard E. Walton, Interpersonal Peace Making: Confrontations Third Party Consultations.

25. W.G. Bennis, Changing Organizations (New York: McGraw-Hill, 1966).

26. See also CASEA Progress Reports for 1972-73 available through the Center for the Advanced Study of Educational Administration, University of Oregon, Eugene, Oregon, 97401.

PART 4

SIR/CAR APPLIED TO AMATEUR ATHLETICS AND SCHOOL SPORTS

Listed below are two scenario abstracts reporting the results of studies conducted by the University of Windsor Sports Institute for Research. The first, "Change Agent Research for Little League Baseball," is a case study of an amateur athletic organization in which there was a gap between avowed goals and actual behaviour as a result of internal strain.[1] The second study, "The Role of Interschool Sports in the Secondary Schools of Ontario - As Viewed by Change Agent Research," relates the application of SIR/CAR for the Ontario Ministry of Education to a school system which matches avowed goals with actual behaviour, that is experiencing conflict as a result of social stress because of efforts at the provincial level to incorporate school sport into amateur athletics - *Ontario Sportplan*.[2]

Each of these case studies is listed below using the IDEA format:
Identification of the felt need for the study and statement of the problem;
Delineation of extant research and development and SIR/CAR Model;
Evaluation or experimentation utilized in the study and
Action in the form of recommendations and conclusions as well as suggestions for future study. After each abstract there is a brief discussion focusing specifically on the question of the appropriate strategies to be utilized in controlling conflict and change in this particular situation.

CHANGE AGENT RESEARCH FOR WINDSOR DISTRICT FIVE LITTLE LEAGUE BASEBALL

by Dick Moriarty and Marge Holman-Prpich

Canada Council, under Grant S72-1768, "Change Agent Research for Citizenship, Sportsmanship and Manhood (CAR for CSM)" provided $12,000 to Dick Moriarty and the University of Windsor Sports Institute for Research so that a task force team of seventy-five individuals could provide frontier action research for District 5 Little League, Canada's largest franchise. The principal investigators, Dick Moriarty and James Duthie, submit the abstract below on the IDEA format: Identification, Delineation, Evaluation and Action.

Identification

The felt need for this study resulted from a pilot project with the Windsor Sandwich East Little League in the summer of 1972, dealing not only with technical skills, but also decision-making and management of Little League baseball. Following the clinics, behaviour of those involved in Windsor Sandwich East Little League was compared with eight other leagues in Windsor and a significant difference was detected. This difference was evidently obvious to leagues in District 5, for all nine requested consulting service, study and research. The fundamental problems and questions investigated in District 5 Little League were presented by organizational members and revolve around:

1) the role or status of sport or athletics
2) conflict in the interface of local, provincial, national and international organizations
3) relative significance of variables of
    a) technical skills
    b) administrative decision-making
    c) public image
4) the effect of equating and evaluating amateur sport on the criteria of professional athletics or vice versa.

Delineation

Research and development in the past focused fundamentally on clinics on technical skills, psychology of coaching and philosophic treatises. Studies on organizational health were virtually non-existent and therefore SIR/CAR attempted to fill this void by providing macro interdisciplinary study dealing with present and future, combining theory and professional practice. The model employed in the study was the macro model and method developed by Dick Moriarty with a systems analysis technique to allow organizations to identify their ultimate goal, conflict or obstacles preventing achievement of this goal, dissonance between structure and individuals and groups, social stress and constituent strain, ultimate management techniques for short-term, intermediate and long-range readjustment of structure, realignment of personnel with an eye to future change and trends. This is a cyclic model which reverts at this point to ultimate goal.

Evaluation

The sample for this study consisted of selection from the nine leagues in District 5 of three as an experimental group, three as a control group, and one as an ongoing longitudinal study. The research design employed was SIR's innovative Change Agent Research, which combines organizational development and organizational research in a three phase process:

Phase I - Organizational audit and communication feedback

Phase II - Treatment in the form of participative clinics in order to develop change agents

Phase III - Organizational audit and development of a CAR pak to allow replication.

The research procedure employed in Phase I and Phase III was SIR's SAW process of Seeing or observing by TV and personal observation teams; Asking or interviewing by the semi-directed focused interview; Written questionnaires and references.

Seventy-five individuals were involved in the task force team, including twenty university and community experts, and five post graduate students who acted as project leaders and fifty undergraduate students who acted as project members. The Seeing or observing project team monitored twenty-five games on a 1/2" portapak TV in the experimental group and collected over 500 slides from teams at large in District 5. The Seeing or observing personal observation team recorded behaviour of 185 teams. One hundred and sixty interviews were conducted on the 3M Model with a cross section of those involved in District 5 (executives, managers and coaches, parents, players, officials, sponsors and fans). A modified Delphi system was employed to develop a Written questionnaire which was distributed to 1,400 parents and players from the experimental, control and longitudinal study group. Data was transferred to IBM cards and analyzed for correlation (Pearson, Spearman and Kendall), as well as being analyzed for significant difference by Statistical Analysis System (SAS), Statistical Package for the Social Sciences (SPSS) and cross tabulation.

Action

Analysis of the interview material, as well as the written questionnaire, showed the experimental group, control group and longitudinal group strongly committed in terms of avowed goals to true amateur sport (participation, play and service in a democratic, mutual benefit organiztion for the benefit of the players). After treatment, the experimental group increased its commitment in this direction, while the longitudinal group (after a lapse of eighteen months) showed similar, but weaker, commitment to the amateur sports model. Comparison of attitudes and beliefs as expressed on the interviews and written questionnaires showed low correlation when compared with behaviour as observed by the personal observation team, as well as the audio-visual team. On the fifty variables observed, the following general results were observed as the season progressed from early in the regular season, to late in the regular season, to tournament:

1) a decline in pre-game intra-and inter-team interaction, but an increase of coach interaction with the officials, which correlated at an excellent (.90) level with coach hostility as manifest to umpires, coaches and opposing players (during the game);
2) a decline in game and post-game smiles and indifference, and an increase in game and post-game frowns;
3) a transfer in player aggression and hostility from teammates and own coach and fans, to self-dissatisfaction and sharply increased hostility towards umpires and opponents;
4) a decline in coach positive statements, direction and advice to the bench, with a concomitant decline in player enthusiasm and bench enthusiasm;
5) an increase in fan involvement in games as manifest by positive behaviour, such as increased encouragement of own teams and support for own team's good play, but also an increase in negative behaviour such as disparaging own team and opponents' team and a decline in maganimously applauding opponents' good play.

These trends were particularly prevalent in the younger categories, such as T-ball and Minor. Since this is the initial introduction of most parents and children to Little League, the image is magnified in terms of providing an image of Little League baseball.

Recommendations

In view of the fact that ultimate goals and actual behaviour were not equal in District 5, the alternatives appeared to be:

1) change ultimate goal from recreational play or amateur sports to professional athletics, or
2) change behaviour by a) modifying structure, or
   b) changing individuals and groups.

The SIR/CAR task force project team did not believe that a change in ultimate goals was possible or desired by those involved in District 5. (Only a small percentage, approximately 10%, advocated a highly competitive athletic contest atmosphere.) Similarly, change in individuals and groups did not seem viable or desirable in a voluntary organization, since the attitudes and beliefs of those involved matched the ultimate goal expressed in the constitution and interviews with organizational members. In addition, after treatment, the experimental group increased commitment in this direction, but this had little effect upon behaviour. The SIR/CAR task force team, therefore, saw change in structure as the most viable way to equate the avowed goal and actual behaviour in District 5. On this basis SIR/CAR endorsed the following ten general recommendations which had been advanced by people in District 5 in either participative clinics, on interviews or in written questionnaires:

1) Emphasize fun and socialization whenever and wherever possible (since these had ranked above excellence on the written questionnaire and also on audio interviews).
2) Conduct clinics on mass media focusing on the social, psychological and organizational goals of amateur sport as opposed to professional athletics.

3) Employ mass media to communicate to society the goals of amateur sport rather than develop expectations of professional athletic organizations by posting scores and standings, etc.

4) Increase local control, as opposed to Ottawa and Williamsport - decentralize Little League.

5) Place more emphasis on league competition, as opposed to district, provincial, national and international tournaments by securing postponement of such tournaments until the season ends or dividing District 5 into participative fun leagues and competitive win tournament leagues.

6) Divide players not only on the basis of age, but also ability, psychological and sociological needs. Allow all to play equal time and increase the opportunities for girls' involvement by development of softball and baseball programs. This might be achieved by playing some games during the day, with fewer adults involved, so that youth may develop leadership qualities.

7) In T-ball and Minor, no scoring or standing should be kept, mass participation should be promoted and the competitive aspect deemphasized in order to reduce the hostility, conflict and sadness which is currently observed. Discontinuation of scoring, standing, all-star teams and participation in the Rose City and Ancaster world championship tournaments is recommended.

8) Improve the dignity and status of umpires by prohibiting and eliminating coaches, managers and parents from questioning calls. In the younger leagues deemphasis of the competitive aspect would allow coaches, managers and parents to act as officials, thereby relieving the better officials for the older age groups.

9) The physical setup influences control; therefore in the potentially high conflict situations there should be a separation of players and participants.

10) Evaluation of Little League should be on individual player improvement and number of participants, rather than standings, competitive calibre, and success in either league championships or inter-city, provincial and national competition. Even the older age groups should have more emphasis placed on socialization and less on development of excellence, as studies have shown that this is the want and need of the adolescent group.

In addition, District 5 requested that the University of Windsor SIR/CAR continue consultation, study and research with Windsor Little League in order to monitor changes and provide continuing consultation in the early stages of change, which are usually accompanied by high conflict.

On the basis of studies conducted to date by SIR/CAR on Little League Baseball, as well as Windsor Minor Hockey, Chatham Summer Basketball and a number of smaller studies on education sport or athletics, a theory is emerging which sees the organization pass through three stages:

1) Stage 1 is a primitive, primary, recreational play era.

2) Stage 2 is a stable, amateur sports games era.

3) Stage 3 is an elaborate, quasi-professional athletic contest era.

Stage 1 - primary recreational play - focuses on children; Stage 2 - stable amateur sports game - focuses on adults who manage and maintain the organization; and Stage 3 - elaborate, quasi-professional athletic contest era - results in most resources being diverted to adjudicate internal organizational arguments and defend the organization to outer society. The cycle of conflict seems to go from technical problems in the initial stage; to a golden era of revitalization, reorganization and growing achievement; ultimately reaching a peak, after which the organization weakens and experiences increasing difficulties. At this point it either dissolves, or is absorbed into a super organization, or becomes rejuvenated and starts a new cycle. Only longitudinal study on a variety of amateur sport and professional athletic organizations in a number of diverse activities will clarify the emerging theory. There is a particular dearth of studies both within and outside of sport in the area of voluntary mutual benefit or service organizations. In addition, studies are required on professional athletic organizations in order to validate the transfer of theory from other business and commonweal organizations.

Addendum

A satellite project was directed by Miss Marge Holman which applied SIR/CAR and SAW to parents in one of the nine leagues in District 5 Windsor Little League. Little in the way of significant difference was detected in behaviour; however, similar trends to those listed above existed and it is highly likely that a larger sample would show significant difference over the season and in the younger age groups. Perhaps a major finding was that parents are for the most part placid at games, except for a small vocal and negative minority.

Even here, the behaviour of parents in the form of yelling coaching instructions to their team, berating officials and yelling negatively at their own and opponent teams shows a high correlation with such behaviour by coaches and invariably (as shown on TV) follows the coaches' lead. In short, it appears that the tendency of both practitioners and theoreticians to attribute all of the conflict in Little League to parents is not substantiated in reality. Further research into the role and status of parents in Little League and other youth sports organizations is warranted.

Controlling Conflict and Change

The fundamental question confronting District 5 Little League Baseball (and indeed all youth sports) is how to close the gap between avowed goals and actual behaviour. The major alternatives appear to be:

1. Change avowed goals; i.e., abandon the ultimate goal of recreation and amateur sport and replace it with that of professional athletics.
2. Retain the avowed goal of recreation and true amateur sport and change behaviour by either a) changing the structure or b) changing individuals and groups.
3. Some mix of the above.

In view of the deep-seated belief in the avowed goal of recreation and true amateur sport, it is highly unlikely that those involved in youth sports would be willing to shift their attitudes and beliefs and contribute their volunteer service and good intentions from the recreation and true amateur sport's end of the spectrum to the other end - professional athletics. Although the adults involved in youth sports may enjoy professional athletics and support the business and commonweal organizations which operate it, few would want to expose their children to the behaviour which is associated with professional athletics. In view of this, the major alternative for those in youth sports is to change behaviour either by changing structure or individuals or groups. Of course, this is easier said than done. Because of the voluntary nature of youth sports (mutual-benefit or service organization), it is not possible nor is it desirable to dismiss the individuals and groups involved and replace them with alternates. Further, it is highly unlikely that you would find individuals and groups more committed to recreation and true amateur sport, or with better intentions than the majority of people currently involved in the organization. The difficulty is not in attitudes and beliefs but rather in behaviour. The most viable alternative, therefore, lies in structural change - shift from identification with professional athletics to true amateur sport or recreation. This would involve a shift in means from work to play, task from win to participation, goal from product to service and structure from autocratic business or commonweal to democratic mutual-benefit or service organizations. The key in this shift may well be found in de-emphasizing the importance of winning, or at least postponing highly competitive athletics until adolescence.

THE ROLE OF INTERSCHOOL SPORTS IN THE SECONDARY SCHOOLS OF ONTARIO - AS VIEWED BY CHANGE AGENT RESEARCH

by Dick Moriarty and Helen Gurney

The universe for this particular study consisted of all of the citizens who are involved in either primary or secondary way in secondary school sports programs. A highly selected quota sample of 1,060 of the age eighteen or older Ontario public was surveyed.

The primary sample for the study consisted of subjects from among OFSAA students, teachers, administrators, board members, parents and the general public in the target areas. The research design listed below allows for involvement of all seventeen regions of OFSAA, either as an experimental or control group. The Southwestern Ontario Secondary Schools Association (SWOSSA) was the experimental group. It is a representative region of the Ontario Federation of School Athletic Associations (OFSAA). SWOSSA encompasses a geographic configuration made up of three local leagues (Essex County, Kent County and Windsor and suburbs). It consists of a total of thirty-five schools ranging in size from several hundred to several thousand, with a total enrolment of 32,000 students. The demographic spectrum ranges from rural to urban, including core city schools, as well as public and separate schools. Further detail on the application of the complete IDEA Method of SWOSSA follows on the ES/AB- SWOSSA IDEA Method Chart.

IDEA for SIR/CAR

IDEA = Identification, Delineation, Evaluation, and Action.

Identification: The felt need and request for SIR/CAR service must originate with the organization to be studied. The fundamental thesis tested is that what is effective and efficient for professional organizations is not effective and efficient for amateur sports organizations and vice versa.[3]

ES/AB - SWOSSA

IDEA Method = Identification, Delineation, Evaluation & Action

- Identification
  - Felt need = SWOSSA & OFSAA requested and endorsed
  - Problem = Questions of
    1. role and status of sport in education
    2. conflict in interface of (a) school, (b) league and (c) association levels vis a vis amateur sport
    3. relative significance of variables of (a) technical skills, (b) administrative decision-making and (c) public image
    4. effect of equating and evaluating educational sport on the criteria of professional athletics
- Delineation
  - Research and development
    - (past) Micro studies
      - clinics on technical skills
      - psychology of coaching
      - philosophy
    - (future) Macro studies - SIR
      - Little League
      - Windsor Minor Hockey
      - Windsor Aquatic Club
  - Model = 3M - Macro Model and Method (see attached)
- Evaluation
  - (Association) - (League) - (Schools) - (Subjects)
  - Sample = SWOSSA (34 schools)
    - WSSA = 15
    - ECSSA = 8
    - XCSSA = 11
    - control group (LCSSA) = 8
  - students 32,000
    - competitors
    - non-competitors
  - teachers 2,000
    - coaches 300
      - P&HE
      - non P&HE
    - non-coaches
      - P&HE
      - non P&HE
  - administrators 68
    - non P&HE
    - P&HE
  - Board of Education 51 elected; 34 appointed
  - Parents and fans
  - Research Procedure = SAW
    - Seeing (observing)
      - TV
      - Faces Behaviour Projection (non-parametric)
      - Social Index (parametric)
    - Asking - Semi-Directed Focused Interview - (SDFI) / 3M Model
    - Written - Questionnaire
- Action
  - Operations Methodology
    - Phase I - Organizational Audit = SAW (see above) & Communication Feedback
    - Phase II - Dissemination of Knowledge
      1. Administrative Science
      2. Sociology
      3. Psychology and Principles
      4. Health and Fitness
      5. Biomechanics and Movement
      6. Group Dynamics

      Development of Cadre of CAR Researchers
    - Phase III - Discovery of Knowledge by Reaudit

      Packaging of CAR
      - a) CAR Monograph IDEA, 3M Model, project team preparation
      - b) instrumentation and instructions on i) collection; ii) preparation or raw data; iii) processing and iv) analysis in SAW method in Phases I & II.
      - c) Phase II TV clinics and group dynamics guide
      - d) computer programs
  - Future Research
    - Other regions of OFSAA
    - CAR in other curricular and co-curricular areas
    - Longitudinal study in OFSAA
    - Cross sectional study including other provinces
    - Comparative cross sectional study

The major issues identified by the Ministry of Education in collaboration with SIR/CAR were:

1) The role and status of school sport or athletics in the overall educational process.
2) Identification of areas of co-operation or conflict in the interface of educational sport and amateur athletics at the regional, provincial, national and international levels.
3) Trend analysis and projection of significant antecedent data, current transactions and projected behaviour, both quantitatively and qualitatively, in terms of both human and physical resource expenditures.
4) The relative significance of specialized technical skill development vis a vis general development of students involved in educational sport or amateur athletics, administrative decision-making in a centralized or decentralized system, and public image and public relations interface of school and society.
5) The effects of equating and evaluating socializing school sport on the criteria of amateur athletic excellence, or vice versa.

Delineation: Antecedent, current and projected attitudes, beliefs, feelings and behaviour of those involved in school sport/athletics, and to a lesser extent amateur athletics/sports were assessed by the Sports Institute for Research (SIR) by applying Change Agent Research (CAR) Systems Analysis Technique to the regional Southwestern Ontario Secondary Schools Association (SWOSSA) and to the provincial Ontario Federation of School Athletics Associations (OFSAA). Research and Development were located by computer retrieval searches utilizing Education Resource Information Center (ERIC) and Locheed Interspace Retrieval System (LIRS) as well as content analysis of SWOSSA and OFSAA minutes and documents. Written sources were augmented by audio interviews with those who had been involved in the organization and administration of SWOSSA and OFSAA, such as Helen Gurney, Chief Education Officer, Student Activity and Planning Branch (member of OFSAA Board of Directors since 1952); George 'Bev' Goulding, Executive Secretary of OFSAA 1971-1976; N.A. 'Pete' Beach, Executive Secretary of OFSAA 1959-1971; and Gordon A. Wright, Director of Physical and Health Education Branch, Department of Education 1946-1961.

Phase I - Organizational Audit - was conducted with attitudes and beliefs assessed by indepth audio interviews and written opinionnaire and analysis of behaviour by means of personal observation and media monitoring at SWOSSA and OFSAA sports/athletics events, as well as local league, regional association and provincial meetings.

Phase II - Participative Clinics - consisted of four major workshop conferences bringing together representatives from the various levels of school sports/athletics with representatives from the regional boards of education and provincial Ministry of Education (occasionally joined by their counterparts from the Canadian-American scene). During the participative clinics those in attendance were able to receive communication feedback from

Phase I - Organizational Audit, were sensitized to contemporary activities and projected expectations, and were provided with an opportunity to brainstorm and seek consensus on recommended policies and procedures for those involved in school sports/athletics.

University of Windsor undergraduate and post graduate students participated extensively on the SIR/CAR Task Force. In addition to conducting the Organizational Audit and acting as facilitators at participative clinics, students conducted numberous research studies. Four thesis studies addressed themselves specifically to issues identified by those involved in SWOSSA and/or OFSAA, namely:

1. "A Study of the Relationship of Coaching to the Classroom Teaching Behaviour of Secondary School Teacher/Coaches,"[4]
2. "A Study of the Objectives of SWOSSA Administrators for the Southwestern Ontario Secondary Schools Association,"[5]
3. "Evaluation and Forecasting for OFSAA (by Modified Delphi Technique),"[6]
4. "The Organizational History of OFSAA, 1948-1975."[7]

Evaluation/Experimentation: The research design for the study is listed below under "The Role of Interschool Sports in Ontario Secondary Schools - Socializing Sport or Athletic Excellence in the Ontario Federation of School Athletic Associations: Focus on Southwestern Ontario Secondary Schools Association." This is a classic research design with SWOSSA serving as the experimental group and the rest of the regions of OFSAA as a control. Pre-test consisted of Phase I - Organizational Audit - at Time 1 followed by Phase II - Participative Clinics - at Time 2 culminating ultimately in Phase III - Reorganizational Audit at Time 3. Queen's University at

Research Design

The Role of Interscholastic Sports Programs in Ontario Secondary Schools - Socializing Sport or Athletic Excellence in Ontario Federation of School Athletic Associations Focus on Southwestern Ontario Secondary School Association

	Time 1 0 Phase 1	Time 2 X Phase 11	Time 3 0 Phase 111
Experimental (E) SWOSSA (Selected events & organization)	Organization Audit & Communication Feedback Seeing < TV, Slides, Film / Personal Observation Asking Written Opinionnaire	Participative Clinics to Develop Change Agents a) organization & administration b) psychology & sociology c) principles & communication d) movement & biomechanics e) physiology & fitness f) health & drugs g) group dynamics	Reorganizational Audit & CAR PAK Seeing < TV / Personal Observation Asking Written Opinionnaire
Control$_1$ (C$_1$) Sample of OFSAA Regions COSSA, CWOSSA, EOSSA, GBSSA, HIAC, IAGB, NOSSA, NWOSSA, NYSSAA, OVHSAA, PHSSAA, SOSSA, TDCAA, TDIAA, TSSAA, WOSSA (Selected events & organization)	0 Asking Written Opinionnaire by Queen's University	University of Windsor International Business Study Research Unit (Elliott Research Laboratories of Toronto) Public Attitude Survey	O_2 Organizational Audit & Communication Feedback Seeing < TV / Personal Observation Asking Written Opinionnaire

Figure 7 Research Design

Kingston, Ontario, assessed inschool attitudes and beliefs from a random sample of OFSAA regions (outside of SWOSSA) while Windsor's SIR/CAR assessed attitudes and beliefs (within SWOSSA) as well as actual behaviour (throughout OFSAA). The out-of-school attitude survey of age eighteen and older Ontario tax payers was conducted by SIR/CAR in conjunction with the University of Windsor International Business Study Research Unit (IBSRU) and Elliot Research Laboratories of Toronto. The SIR/CAR-IBSRU Survey of 1,060 Ontario tax payers was analyzed on the basis of (1) urban and rural, (2) male and female, (3) a spectrum of socio-economic groups, (4) various levels of educational background, and (5) ten of the seventeen regions of OFSAA.

The primary sample for the study consisted of subjects from among SWOSSA and OFSAA students, teachers, administrators, board members, parents and the general public in the target area. The selected activities observed included some individual, dual and team-type sports. Whenever possible events in boys' and girls' participation were analyzed. The scope of activities ran from non-spectator sports to spectator athletics. In addition, the full range of activities from recreational, intramural, interscholastic, as well as curricular and cocurricular activities were included in the sample in order to assess the effect of school sports and amateur athletics programs on both student participants and teacher/coaches.

Thesis and Hypothesis

The fundmanetal thesis tested in this project was that many of the problems which plague educational sport originate not at the technical skills, level, but rather in administrative decision-making and the ultimate goal and the way educational management manifest to society the role and status of sport in education. The hypothesis tested was that effectiveness and efficiency is blocked when schools, leagues and associations equate and evaluate educational sport (and the supporting service organization) with the mission and method of amateur or semi-professional athletics (and the supporting commonweal organization). Therefore, emphasis in both data collection and analysis focused on the identification of attitudes, beliefs and behaviour reflective of socializing sport or athletic excellence.

Action: The methodology, procedure and findings follow in the rest of the report. Research models, methodology and procedures generated are transcribed and packaged so that this project could be replicated in other areas of formal educational programs allowing other curricular and cocurricular activities to be evaluated and adjusted appropriately. The results of this investigation are considered invaluable, not only in the sub-area of educational sport or athletics, but in the larger context of the educational system. Similarly, the results not only benefit SWOSSA but also provide insights for the other areas of OFSAA and a process by which all areas of education can look at themselves.

The overall objective of this research project has been to generate research tools which could be used throughout the Province of Ontario, thereby providing the Ministry of Education with standardized instrumentation for ongoing evaluation of the process of educating young people not only in the area of educational sport/athletics, but also other curricular and cocurricular areas.

Synthesis of SAW Process

Analysis of the results of the Semi-Directed Focused Interview (SDFI), verbal opinionnaire which accompanied the SDFI and the Written opinionnaire which was based upon the SDFI place the Southwestern Ontario School Athletic Association clearly in the area of School Socializing Sport as opposed to Athletic Excellence Business. This result was not surprising since previous studies conducted in Southwestern Ontario with various amateur athletic organizations which serviced the same student school population had shown the youth as well as the adults involved in these organizations clearly avowing the goals of true amateur socializing sport. In these previous studies, startling and disturbing discrepancy in the synthesis of the SAW process analogy resulted when one compared avowed goals (as assessed by Audio interview and Written opinionnaire) with actual behaviour (as Seen by personal observation and media monitoring). SWOSSA is the first organization of those monitored by the SIR/CAR process which does not show a discrepancy between avowed goals as expressed on SDFI and opinionnaires and actual behaviour as monitored by personal observation and media. As indicated above the audio interviews not only with teacher/coaches but with the general teaching staff, department heads, principals and board members and most strongly with student/players and non-players showed strong identification with a true school and amateur sport model ie. (1) ultimate goals such as fun, relaxation and participation; (2) concern for conflict in such areas as servicing the students school spirit, fundamental facilities and equipment required for the program; (3) emphasis upon such events as the task of developing school spirit, improving teacher.student relations in a decentralized structure with control within the local or regional league with desire for student involvement and leadership; (4) emphasis in terms of significant individuals and groups such as the student/players and teacher/coaches who have traits such as sportsmanship and an outgoing nature, volunteering their time to develop school spirit with a desire and willingness to listen to problems, who are willing and open to criticism; (5) there was concern expressed against outside pressures developed by the media or failure to provide equal opportunities for girls; (6) while the main internal stress came from those who viewed sport for all versus those who recommended it an elitist program; (7) with a major management techniques suggested including more time for intramurals, increased financial assistance to allow more participation, more facilities with more teachers involved in coaching. In general, there was support for constructive criticism. These general steps are upheld in the results of the Semi-Directed Focused Interview listed on the charts above.

Verbal Opinionnaire

Results on the verbal opinionnaire showed similar results. For example 73% felt school sport in their region needed only a little change, while 20% felt it was fine as it is, and only 8% felt it needed drastic change. 53% felt that the ultimate goal or mission was agreed upon. When it came to conflict 47% felt the conflict was financial, while 19% felt it was philosophic, 14% organizational, 10% technical, and 8% public relations. While 78% felt that the structure of high school sport in their region was centralized, 55% felt that control should be in the hands of local administrators (greater than 36% regional, 5% provincial and 4% national). 60% felt that the compatability of teaching and coaching depended upon the situation, while there was a split of the remainder with 21% indicating that the same type of individual was required while 19% spoke in favour of different types of individuals. The major stress or criticism outside of the system was perceived as coming from the general public 48% as opposed to media 20%, parents 16% and amateur teams 14%. In terms of major strain or pressure from within the system administrators ranked first with 40% followed closely by students 33%, board members 22% with parents ranking last with 5%. In terms of recommended changes, 86% felt that combined effort from above and below was required. 91% of those responding to verbal opinionnaires indicated that sport/athletics is an integral part of education with the remaining 9% substantially equally divided among those who perceive sport as a public relations media, ancillary enterprize or community service. 50% wish to see the men's and women's program segregated but equal while 27% voted in favour of intergration, 18% desired supervision by the most qualified personnel and only 3% wanted the segregated program. In terms of the relationship of sport and physical education, only 7% wanted a segregated program while 40% wanted physical education and sport/athletics separate but equal sharing some facilities and personnel; however, the majority 53% favoured intergration of sport or athletics into physical and health education. The sports section III of the verbal opinionnaire showed the majority strongly disagreeing with high school sport conducted only for the best athlete (80% disagreeing or strongly disagreeing), reinforced by the fact that 84% either strongly agreed or agreed with the statement that sport in high schools should be available for everyone regardless of ability. High schools should emphasize only a few sports of high quality was rejected by 90% of the respondents, while 72% either strongly agreed or agreed with the statement that high schools should emphasize as many sports as possible regardless of ability. In terms of responsibility for organizing and paying for sports for young people, 72% favoured division of responsibility between the schools and associations, however, of the remaining portion 21%

favoured school structure and financing while only 6% favoured the amateur athletic association. In terms of the existing practises of OFSAA, it is interesting that those within the school indicated that they were following all of the desirable practises listed by the Ministry of Education and further that they felt even more strongly that these were desirable practises (with the exception of the requirement that school sport should be used as an incentive and prerequisite for creditable academic progress) wherein 85% indicated that they were pursuing this objective, 55% felt that it was not a desirable policy.

The results were confirmed by the written opinionnaire which was disseminated to an even wider portion of the school population throughout Southwestern Ontario.

Public Attitude Survey

The high reputation and perception of the value of school sport mass participation and for the responsibility of the Ministry of Education and regional Boards of Education to support the school program was mirrored in the public attitude survey conducted by SIR/CAR in conjunction with the International Business Study Research Unit. The results listed above show the strong support which school sports enjoys among the taxpaying public of Ontario.

Seeing by Personal Observation and Media

Avowed goals as expressed in audio interview, verbal and written opinionnaire are typical of those expressed in amateur athletics and school sports. What does make SWOSSA and OFSAA quite distinct from the dozen various amateur athletic youth organizations in Southwestern Ontario is that behaviour is identified through personal observation and/or media monitoring indicates that there is no appreciable gap between the *avowed goals* of those involved in SWOSSA/OFSAA and their *actual behaviour*. This fact is substantiated by both the data analysis of personal observation conducted under the direction of Cathy Macdonald, processed by Dave Pickett and analyzed by Bob Hedley. Relatively speaking the level of conflict is low and that of co-operation high within SWOSSA/OFSAA. This fact is further substantiated by the various media monitoring samples conducted in school sport at the local, regional, association and provincial level. This should not be interpreted to mean that there is no conflict within OFSAA for indeed a major issue is confronting SWOSSA/OFSAA. This is the question of whether or not SWOSSA/OFSAA will remain in terms of both avowed goals and actual behaviour within the area of *socializing sport* in a voluntary mutual benefit or service organization or make the transition to *athletic excellence* in a government bureaucratic organization as suggested by Sport Ontario and *Sportplan*. In short, the conflict which confronts SWOSSA/OFSAA does not come from within the organization but from an extra organizational source, namely, *Sportplan* as proposed by Sport Ontario (and to a lesser extent Sport Canada's Federal Government's plan for the *Unification of Sport*).

Four clinics were held in all. The initial clinic was the NAPECW/NCPEAM - Ministry of Education SIR/CAR Workshop held on September 5 and 6, 1975. This brought together members of the Task Force Team drawn mainly from Southwestern Ontario together with elite professional educators and researchers from the provincial/state scene in Ontario, New York and Michigan. This workshop was used to formulate and finalaize significant questions to be investigated in project "The Role of Interschool Sports in the Secondary Schools," as well as to sophisticate the SIR/CAR Research Design and Methodolgy. This workshop also provided an opportunity for pilot testing of interview schedules, opinionnaires and observation techniques.

The two major intervention workshops were held in January and April bringing together representatives of Southwestern Ontario with selected resource administrators from the Ministry of Education and OFSAA. The significant questions investigated on these occasions were (a) what is the ultimate goal of sport or athletics in the secondary school educational process? (b) what should be the interaction between school sport and amateur athletics? (c) what effect does sport or athletics have upon the teacher/coach and student/player? and (d) what is the role of media? The January workshop brought together sixty individuals to address themselves to these questions with the assistance of student facilitators and faculty or community resource personnel. The April workshop was much larger in scope and much more heterogeneous in nature. There were approximately two hundred in attendance including one-hundred and twenty delegates (2 student/players and 2 teacher/coaches, department heads and/or principals from thirty of the thirty-three schools in SWOSSA) with thirty representatives of Boards of Education, community leaders, representatives of the media and thirty task force members. The delegates were divided into six specific interest groups as outlined below:

1. Teacher/coach in classroom activity;
2. Teacher/coach in sport/athletic activities;
3. Student/player in school and sport activities;
4. The Role of sport/athletics in school activities;
5. Resource evaluation and communications systems;
6. Sport/athletics in media.

The final workshop held on September 10 and 11 brought together selective members of the task force with corresponding SIR/CAR scholars and professional educators from across the Canadian and American scene to focus on explanation and significance of the results of the Ministry of Education, Ontario study (and to plan a study more national or international in scope).

A unique aspect of these studies is that they were held in the Media Centre and that the interactions were recorded on video tape for inclusion in a documentary.

Action - Recommendations and Conclusions

The major issue confronting SWOSSA/OFSAA in terms of goals and means and also structure revolves around acceptance, rejection or compromise in Sport Ontario's proposed Sportplan. Bob Reid, Chairman of the Sport Ontario Board of Directors writing in the November/December 1976 Sport Ontario News criticized

> the recent announcement by The Ministry of Education, Thomas Wells, introducing an expanded core curriculum (which) omitted,... one of the most important courses of the school curriculum, that of compulsory physical education. The purpose of the education system is to provide knowledge and training to the youth of Ontario. Is knowledge and training of the body any less important than of the mind? 8

Sport Ontario Chairman Bob Reid used this initial statement to lead into the relationship of Sport Ontario with The Ministry of Education in terms of goals and means:

> Several years ago physical education was changed from a compulsory to an optional subject in Ontario secondary schools. The direct result was a halving of physical education staffs in most schools and a reduction in quality and quantity of the after school programs at both the interschool and intramural levels.
>
> . . . .
>
> In addition to short changing the student participant, another repercussion is that fewer trained volunteers are available to sport governing bodies for their programs because physical education teachers were major contributors to the amateur sport delivery system. Though there are thousands of people now involved in organized sport programs, coaching, and officiating in the province, there is still a serious shortage of volunteers.
>
> . . . .

> opportunity of competing at other than a recreational level. This meeting should provide an opportunity for open discussion on this critical issue.
>
> . . . .
>
> My intention in exploring this subject is to bring to your attention one of the reasons for maintaining a strong body such as Sport Ontario. As a federation of the sport governing bodies in Ontario, it can initiate discussions of this nature and act as co-ordinator and communicator for the overall benefit of sport.[9]

This statement by the Chairman of the Board of Directors of Sport Ontario regarding the ultimate intention of Sportplan confronts SWOSSA/OFSAA and The Ministry of Education with a critical issue of whether or not to accept, reject or attempt to compromise the goals and means of school sport with those of amateur athletics. Can the goals and means of amateur athletics and school sport be compromised to the satisfaction of either group? Will we increase effectiveness and efficiency in amateur athletics and/or school sport by amalgamating and centralizing as opposed to decentralizing? Sportplan suggests that the proposed structure will increase communication, make facilities more available and decentralize decision making. Is this the case or will Sportplan lead to bureaucratic maze which will divert scarce resources to administrators as opposed to making funds available for players/competitors. If the goals and means of amateur athletics and school sport can be compromised and centralization will increase both effectiveness and efficiency, then it can be

This subject brings up the question of the desired relationship between school system, community sport programs and the amateur sport governing bodies. It is a major point of the 'Sportplan' report to try and co-ordinate the efforts of these components in order to provide a more effective and efficient means of serving the needs of the athlete.

. . . .

I would like to suggest the following system might be more advantageous to all parties and better for the ultimate person we are working for, namely the competitor:

1) That all sport and recreation facilities in local areas shall be co-ordinated by the Parks and Recreation Department of that local government. This includes school facilities for the after school programs.

2) The sport governing body would be responsible for organizing its programs in such a way that facilities at the local level would see maximum use. These programs would ensure that a high standard of coaching and officiating is available to after school activities. Again the professional staff of the local government would provide administrative support.

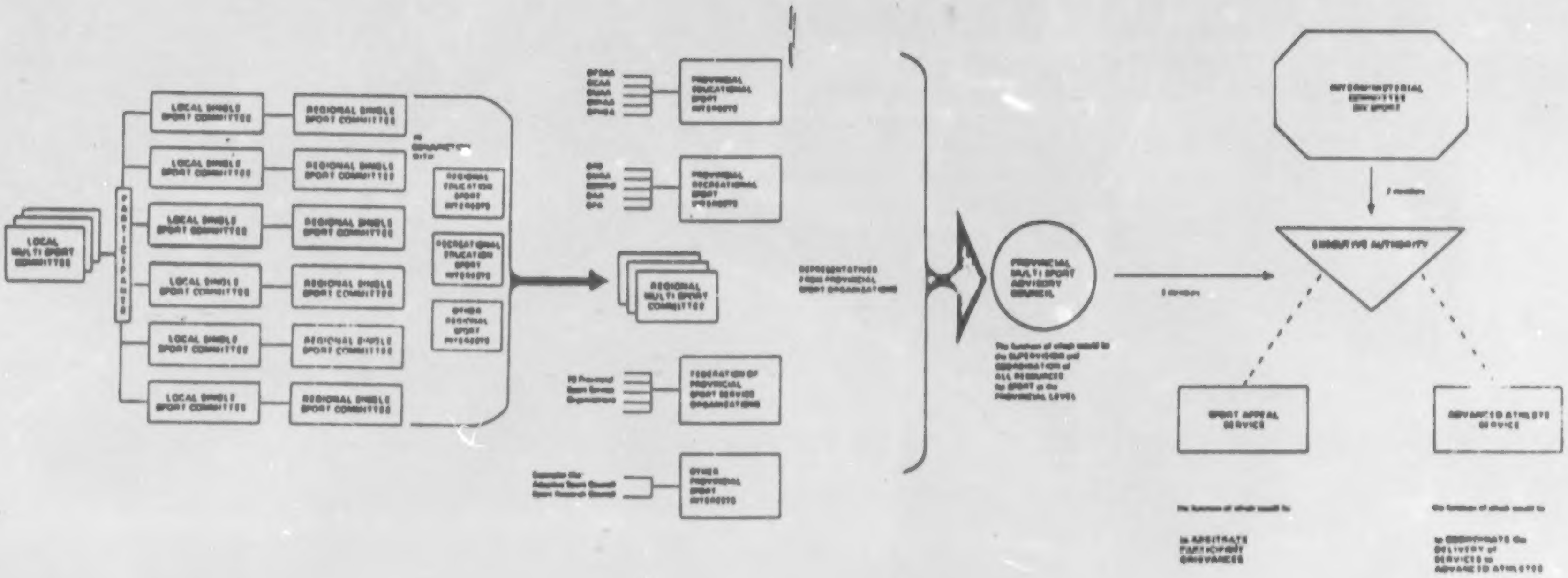
3) Extra provincial funding should be made available to the local government to help them hire the personnel required to effect this system...

The result of these suggestions is that the physical facilities are handled by the local government and the sport programming is run by the sport governing bodies. It would be required of the sport governing bodies to provide coaching and officiating clinics so that teachers who wish to participate in the after school program as volunteers would have the opportunity to do.

. . . .

our Semi-Annual meeting will be directing its attention to sport in the schools, particularly sport at the elementary school level. This is the time when children must be introduced to many sports to ensure that they will have the argued that there is no reason to have the separate organizations ie. Sport Ontario and OFSAA. Similarily, at the national level if the Sport Canada Unification of Sport accomodates the goals and means of both school sport and amateur athletics, one could logically argue the necessity of organizations such as the Canadian Federation of Provincial Athletic Associations (CFPSAA) and the Canadian Intercollegiate Athletic Union (CIAU). Carried to its fullest extent this amalgamation would centralize all significant amateur athletic and school sport organizations in North America. (See the Organization of Amateur Sport in Ontario and Canada Chart below).

In view of the relevance of this specific question the SIR/CAR task force requested two of its knowledgeable and eminent scholars in the area of organization and administration, Professor Megid Ragab and Professor Ralph Cowan, of the Faculty of Business Administration of the University of Windsor, to address themselves to this specific issue. In general, both of these professors agree that agreement on goals and means in a period of scarce resources and accountability dictate one organization. On the other hand, both agree that the goals and means of amateur athletics and school sport (as expressed in this study and numerous other studies conducted throughout North America) are not identical or indeed even sufficiently compatable to allow amalgamation. Co-operation or collaboration, on the other hand, is quite feasible and desirable. Further it is the


LOCAL MULTI SPORT COMMITTEE
PARTICIPANTS
LOCAL SINGLE SPORT COMMITTEE
LOCAL SINGLE SPORT COMMITTEE
LOCAL SINGLE SPORT COMMITTEE
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REGIONAL SINGLE SPORT COMMITTEE
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REGIONAL SINGLE SPORT COMMITTEE
REGIONAL EDUCATION SPORT INTERESTS
RECREATIONAL EDUCATION SPORT INTERESTS
OTHER REGIONAL SPORT INTERESTS
REGIONAL MULTI SPORT COMMITTEE
PROVINCIAL EDUCATIONAL SPORT INTERESTS
PROVINCIAL RECREATIONAL SPORT INTERESTS
FEDERATION OF PROVINCIAL SPORT SERVICE ORGANIZATIONS
OTHER PROVINCIAL SPORT INTERESTS
REPRESENTATIVES FROM PROVINCIAL SPORT ORGANIZATIONS
PROVINCIAL MULTI SPORT ADVISORY COUNCIL
ALL RESOURCES
PROVINCIAL LEVEL
INTERMINISTERIAL COMMITTEE ON SPORT
EXECUTIVE AUTHORITY
SPORT APPEAL SERVICE
ADVANCED ATHLETE SERVICE
to ARBITRATE PARTICIPANT GRIEVANCES
DELIVERY of SERVICES to ADVANCED ATHLETES

COMPOSITE DIAGRAM OF TOTAL PROVINCIAL SPORT STRUCTURE opinion of these two eminent scholars and scientists that Sportplan as proposed will not increase communication, decentralize decision making, and lead to a more effective and efficient organization, but indeed have a counterproductive influence. Although the centralized sport/athletic organizational structure has worked admirably in European and communist countries, it is the opinion of these two analysts that it will not work in the democratic Canadian-American atmosphere.

In terms of decision making, although Sportplan provides a collegial template and image, it is highly likely that it will lead to centralized decision making. In terms of communication the increase in permutations and combinations resulting from many levels - Local Single Sport Committee (LSSC), Regional Single Sport Committee (RSSC), and Provincial Single Sport Committee (PSSC) combined with a Local Multi Sport Committee (LMSC), Regional Multi Sport Committee (RMSC) and Provincial Multi Sport Committee (PMSC) suggest that we might be outstripping technological communication system available to us (to say nothing of the tolerance of the North American democratic psyche). See Composite Program of Total Provincial Sport Structure below. In terms of effectiveness (achievement, initiation of structure, getting the job done and/or quality) and efficiency (consideration, maintenance, getting the job done with the least expenditure of human and physical resources and/or increasing quantitative service or products) Sportplan may increase effectiveness but most certainly will decrease efficiency. As a rule of thumb, The growing number of sport related agencies in both the public and private sectors in Canada often present a confusing picture to both administrators and participants alike, at all levels of sport involvement from local to national.

The sportsman is seldom aware of the vast network of organizations involved in the development of amateur sport, and as a result, most are unable to take full advantage of all the resource opportunities presently available.

The grid diagram is an attempt to visually relate the organizations responsible for, or involved in, amateur sport in Ontario and Canada.

The grid is understood if the margins (bottom, top and left side) are studied first. Generally speaking, the groups in the "Sport Support Sector" provide some programs or services in "support" of the agencies in the "Sport Program Sector". Their involvement with the sport participant is usually of a secondary nature.

Along the left-hand margin, the various levels of involvement are noted, starting at the bottom with the municipal or local level and proceeding up to international activity.

The sport involvement of any agency may be determined by locating it on the grid, then tracing vertically and horizontally to discover its possible connections with other organizations.

THE ORGANIZATION OF AMATEUR SPORT IN ONTARIO AND CANADA

Douglas E. Cowan
Leisure Dimensions
1976

LEVEL	SPORT GOVERNING BODY	RECREATION AGENCIES	EDUCATION		GOVERNMENT	MULTI SPORT AGENCIES	RESEARCH	BUSINESS	FITNESS
			Educational Athletics	Physical Education					
INTERNAT.	International S.G.B.'s eg. F.I.G. (Gymnastics) I.I.H.F. (Hockey) F.I.N.A. (Swimming) F.I.F.A. (Soccer)		World Student Games	International Congress of Health, Physical Education and Recreation (ICHPER)		International Olympic Committee (IOC) Pan American Games British Commonwealth Games Pacific Conference Games Olympiad for the Physically Disabled	International Congress on Physical Activity Sciences International Sociological Assoc. - Sociology of Sport Comm.		
NATIONAL	National S.G.B.'s (70) eg. C.A.S.A. (Swimming) C.A.H.A. (Hockey) C.G.F. (Gymnastics) C.S.A. (Soccer)	Canadian Parks/Recreation Association Y.M.C.A. Y.W.C.A. Red Cross	C.I.A.U. C.W.I.A.U. C.C.A.A. C.F.P.S.A.A.	CAHPER National Journals	Dept. of National Health & Welfare Fitness & Amateur Sport Branch Sport Canada Recreation Canada	National Centre for Sport and Rec. Coaching Assoc. of Canada (C.A.C.) Sport Info Resource Centre (S.I.R.C.) Canadian Olympic Association (C.O.A.) Sports Federation of Canada C.O.J.O. Canada Games	Canadian Congress on Leisure Research	Olympic Trust Canadian Sporting Goods Assoc. Equipment Pepsi O'Keefe Sport Foundation Health Clubs	Participaction Y.M.C.A. Y.W.C.A. C.A.H.P.E.R.
INTERPROV.			Ontario-Quebec College Championships		Provincial Directors Council	Western Canada Games			
PROVINCIAL (ONTARIO)	Provincial S.G.B.'s (80) eg. C.A.S.A. (Ontario Section) O.H.A. (Hockey) O.G.F. (Gymnastics) O.S.A. (Soccer)	Council of Presidents Ontario Recreation Society (O.R.S.) Ontario Municipal Recreation Assoc. (O.M.R.A.) Society for Directors of Municipal Recreation in Ontario (S.D.M.R.O.) Ontario Parks Association (O.P.A.) Ontario Arenas Association (O.A.A.)	O.U.A.A. O.W.I.A.A. O.C.A.A. O.F.S.A.A.	O.P.H.E.A. Committee of Directors of Athletics and Recreation (CODAR)	Ministry of Culture & Recreation Sports & Fitness Division Sports Services Branch	Canadian Council of Provincial Sports Federations Sport Ontario (Federation of Prov. S.G.B.'s) O.M.A. Sport Medicine Committee Ontario Sports Therapists Association Ontario Sports Administration Centre Inc.	Ontario Research Council on Leisure - Task Force on Sport Research	Ontario Milk Marketing Board (Gymnastics) Pepsi (Curling) Health Clubs	O.P.H.E.A. Ontario Heart Foundation
REGIONAL	Provincial S.G.B.'s Districts/Regions eg. C.A.S.A. (Ontario Section) 10 O.H.A. 3 Branches O.G.F. 6 O.S.A. 14	Zones (O.M.R.A.) Area professional groups	University > Athletics College zones of O.F.S.A.A. eg. COSSA C. College Continuing Education Programs	degree programs (4 yr) diploma programs (2 yr)	Six Provincial Regional Offices Ministry of Culture & Rec. Regional Government eg. Metropolitan Toronto Parks Department	Regional Sport Councils eg. N.E.O.S.C. (North Eastern Ontario Sports Council) N.W.O.S.C.			Regional Councils
MUNICIPAL	Local Associations Clubs Leagues Teams Individuals	Local Neighbourhood Associations Y.M.C.A. Y.W.C.A. Red Cross Apartment physical recreation facilities Boys' Club	High School Athletics	Physical Education Programs	Municipal Recreation Dept. eg. London Parks and Rec. Dept.	Community Sport Councils eg. Etobicoke Sport Council		Fitness Institute Industrial Leagues Industrial Recreation Employee Fitness Health Clubs (Vic Tanny's)	Pilot Communities for Participaction eg. Peterborough Municipal Recreation Programs

SPORT PROGRAM SECTOR

SPORT SUPPORT SECTOR

the larger the number of parties involved in debate over scarce resources, the higher the probability of conflict and confrontation. At the current time government is confronted with co-ordinating the efforts of quasi or semi-independent school sport and/or amateur athletic organizations. Efforts to control or even accomodate the independent decision making or arrival at consensus which Sportplan would require, supercede the political system that is available in Ontario. The inter-ministerial department in itself, although it may be a desirable innovation, will put considerable strain upon those involved in decision making or agreement on policies and procedures generated, either at the top or at the grass roots level of the various single sport and multi sport committees proposed in Sportplan. It is generally agreed, not only in mutual benefit or service organizations but indeed in most conglomerate business organizations and governments, that it is easier to co-ordinate a small number of satellites rather than the entire province/state. Studies on organizational structure have shown that a combination of Bottoms-Up Management and Authority From Above is more appropriate to the North American culture than either authority from above or Bottoms-Up Management.[10] It might be agrued that the interministerial committee is intended to co-ordinate the activities of the various single sport, multi sport committees; and/or that Sportplan is democratic since it divides legislation and execution. It must be remembered however, that "the essential difference between the democratic and authoritarian system is not whether executive officers order or consult with those below but whether the power to legislate is vested in the membership or the top echelon."[11]

In view of the above analysis and the stated desire of the vast majority of those within the school system (and in might be added the tax paying public opinion as identified by the SIR/CAR - IBSRU Attitude Survey) for socializing sport as opposed to athletic excellence, the Ministry of Education, OFSAA and SWOSSA would be well advised to argue for continued jurisdiction over the goals and means of school sport within the educational structure while at the same time demanding their fair share of the funds available through Wintario and the Ministry of Culture and Recreation. Emphasis must be placed on the fact that school sport and those involved in education are not only willing but also ready and able to assist in the physical and health education as well as recreation, sport, and athletics programs, not only for those within the school but also those volunteers servicing amateur athletic groups. The great contribution of the schools however, is in providing education and an educational experience for those immediately under their responsibility and jurisdiction, and providing direction through the community school for those involved in amateur athletics.

The significance of the relationship of the Ministry of

Education to the Ministry of Culture and Recreation, and more directly Sport Ontario and the Ontario Federation of School Athletics Associations, is extremely significant since from basic structure will come basic direction. If those within these organizations desire socializing sport then they should continue their organization in a voluntary mutual benefit or service organization. If on the other hand, they desire athletic excellence, they should organize as a non-voluntary government or business bureaucratic organization. If you are going to make the step from a voluntary mutual benefit or service organization to a non-voluntary government or business organization (or vice versa); or in athletic terms the step from educational socializing sport to athletic business excellence, remember that this is a giant leap. This is the point at which most sport or athletic organizations self destruct (or at least remove the possibility of achieving their avowed goals).

Controlling Conflict and Change

The fundamental question confronting SWOSSA/OFSAA and The Ministry of Education is found in the relationship of school sport to amateur athletics. The major alternatives are:

1. Segregation of school aport and amateur athletics - confrontation;
2. Intergration of school sport and amateur athletics - co-operation;
3. Some mix of the above - collaboration.

In view of the deep seeded belief in the avowed goals of educational socializing sport which permeate those currently involved in SWOSSA and OFSAA, as well as the fact that monitoring of behaviour shows that these goals are being achieved by the current organizational structure and significant individuals and groups; it is a recommendation of the SIR/CAR task force that the third of these alternatives be employed. This recommendation is further reinforced by the high respect in the perception of the tax paying public manifest in the SIR/CAR - IBSRU Public Attitude Survey. Although, as is so frequently the case, those involved in school sports would like to have the best of two worlds, athletic excellence and socializing sport, the exegesis of accountability and financial resources demand selection of alternatives on the basis of priority and probable contribution to the overall education of secondary school students. There can be little doubt that when forced to this alternative, the vast majority of those involved in SWOSSA/OFSAA (and of course those in the Ministry of Education) rank mass participation in educational socializing sport above involvement in elite athletic excellence. In view of the fact that SWOSSA and OFSAA are currently voluntary (mutual benefit or service organizations), it is not possible nor is it desirable to remove or replace the individuals and groups involved in secondary school sport throughout the province. Further, it is highly unlikely that you would find individuals and groups more committed to the overall education of the students or better equipped to give them an educational experience through sport/athletic activities. The SIR/CAR task force would recommend that SWOSSA/OFSAA and the Ministry of Education retain their committment to mass participation and leave the responsibility for development of elite athletes to the amateur athletic organizations. As a secondary effect some relatively elite competitors may emerge from the secondary school system (particularly in team type sports which require extensive facilities and equipment such as football and basketball) however, as a general rule it would appear that those involved in education and sport throughout the province of Ontario (and it might be added the other provinces of Canada and most states in the United States) are rather unanimous in their belief that school sport has a different goal and means as compared with amateur athletics.

Listed below are the recommendations to SWOSSA, OFSAA and the Ministry of Education which have been developed by those involved in these programs. The University of Windsor Sports Institute for Research has not provided the answers (or the conflict questions) but rather the Change Agent Research system whereby those involved in secondary school sport can identify the discrepancies which may exist between avowed goals and actual behaviour and/or to compare alternate structural arrangements and realignment of individuals and groups in view of their relative probability of achieving the goals of secondary school sport.

Recommendations listed below were developed by a selected quota sample of approximately 4,500 individuals involved in secondary school sport throughout Southwestern Ontario by means of seventy-three audio interviews, two-hundred verbal opinionnaires, thirteen-hundred written opinionnaires, three-hundred participants in group clinics, and observation of two-thousand-five-hundred participants or fans at SWOSSA/OFSAA sporting events; a highly selected quota sample of approximately two-hundred experts involved in OFSAA sports throughout the province by means of twenty-seven audio interviews, fifty verbal opinionnaires, one-hundred written opinionnaires, sixty participants at participative clinics, and observation of one-thousand participants or fans at OFSAA regional or provincial sporting events; and a quota sample of one-thousand-and sixty tax paying citizens throughout the province. They represent an implementation of a SIR/CAR combining Identification of socially significant questions which need to be answered, Delineation of extant research and development and synthesis and development of theoretical and operational models; Experimentation and Evaluation aimed at providing a combination of theoreticians and practitioners to identify alternate management techniques and to develop themselves as change agents with an eye to Action by acting on recommendations, conclusions and addressing themselves to future research. The IDEA method incorporated in this specific study included not only Bottoms-up Management but also Authority From Above with the express purpose of combining Management By Objectives with Resources By Objectives. The scholars, scientists and professional educators involved in the task force for the SIR/CAR study on "The Role of Interschool Sports in the Secondary Schools of Ontario - Focus on SWOSSA and OFSAA," fully endorse the recommendations listed below; however, stress that they are not the recommendations of scholars, scientists and outside experts but rather the recommendations of professional educators and those involved in secondary school sports from the grass roots level.

SIR Model Recommendation

On the basis of the SIR/CAR study the recommendations listed below are submitted for consideration by OFSAA and its various regions.

From the Participative Clinics

1. Ultimate goal (or mission)desired.
   a) To keep interschool sports within educational values of mental, emotional, social and physical development.

b) To increase participation in allowing broader opportunities in intramurals and to continue interschool program for the more highly skilled and highly motivated students.

c) To provide an all-round program designed to meet the needs of the above average, average and below average participants in a variety of events in an educational setting.

d) To provide an enrichment program beyond the classroom for the exceptional skilled and/or motivated student sportsman/sportswoman.

2. Dysfunctional Conflict Areas (or obstacles) to be eliminated.

   a) Lack of human and physical resources resulting from overexpansion and/or insignificant resource base.

   b) Too strong an emphasis on winning by some organizational members.

   c) Conflicting goals of school sport and amateur athletic organizations.

   d) Increased pressure on physical education teachers to produce elitist athletes.

   e) Lack of involvement of non-physical education teachers in coaching.

   f) Lack of compensatory time for those involved with coaching responsibilities.

   g) Counter-productivity resulting from combined work loads of teaching and coaching where the teaching load is equal for both the coaching and non-coaching teacher.

h) Family problems arising from excessive work load upon the teacher/coach.

i) Declining interest among students in intramural and interschool programs as a result of disruption through work to rule and teacher strikes etc.

3. Structure and Control

a) Retain control within OFSAA and the regional associations, local leagues and individuals schools (or the educational benefits to be accured may be lost).

b) Decentralization of power and control so that those closest to the situation can make decisions.

c) Increase communication between OFSAA regional associations, on one hand, and local leagues and individual schools, on the other hand.

4. Significant Individuals and Groups

a) Increase the involvement of students in the conducting of interschool and intramural programs.

b) Retain the emphasis on the student and teacher/coach and avoid the shift to emphasis on spectators and the general public.

c) Increase utilization of interschool sport and intramurals as a focus for projected learning with other cocurricular activities (involvement of student or athletic councils, student newspapers and media) and curricular activities (the history of sport or athletics at local school, association, region or at the provincial or Canadian level; mathematics and statistics in sport and fitness; sciences and sport/athletics; home economics and family recreation; etc.).

5. Social Stress (pressure from outside).

   a) Convey to media the distinction between school sport, amateur athletics and professional athletics.

   b) Encourage seminars between local media and school coaches and participants to improve communication, co-operation and understanding. Both media and those involved in school sport are working under pressure and deadlines.

   c) Utilize the media for long range change in beliefs and attitude toward the role of sport in school and society.

   d) Establish guidelines for communication between school sport and media.

   e) Make the distinction to media between professional athletics and school or amateur sport, and come to agreement as to what is news worthy and should be public as opposed to what should be excluded.

   f) Make sure the lines of communication are open between the school and media and re-evaluate the system periodically (particularly in the early stages of the school year and near the close of the school year).

g) Minimize potential controversy between urban versus rural school systems for sport/athletics, male versus female programs and spectator versus non-spectator programs.

h) Reduce the possibility of interference by outside non-educational groups such as Sport Ontario by coming to a clear agreement on rights and responsibility.

i) Identify relevant differences between sport (school and amateur) and athletics (professional and semi-professional) in terms of goals, means and orientation.

j) Publicize activities without promoting or publicizing the outcome with the hope of gaining school support, participants as both players and spectators, and retaining the emphasis on participant player (ie. change the image of the media coverage to suit amateur or school sport purposes, rather than professionalizing amateur or school sports to suit professional athletic media coverage).

k) Encourage public media to publicize school MVP's as opposed to selecting all-star teams.

6. Consituent Strain (pressure from within).

a) Emphasize needs and wants of student sportsmen and sportswomen and their teacher/coaches rather than the wants and needs of parents and the general public (or media).

b) Reaffirm the committment of the Ministry of Education and a priority and emphasis to school sport, local leagues, regional and a provincial association , in that order.

7. Alternate Management Techniques (or recommendations).

a) Strongly support sports for students as it is a motivating factor in school work, relieves the tention of the day, allows for total development of the student, reduces tensions, increases friendships and socialization, reduces dropouts and increases enjoyment of school.

b) Local boards and the Ministry of Education should increase their committment to fund,on a pro rata basis,all sports according to the costs involved in that sport so that quality of opportunity and maintenance of all programs is provided.

c) Retain decentralized control of school sport.

d) Increase the committment of teachers to participate in cocurricular activities.

e) Reduce the work load of teacher/coaches by involving students in the organization and management of activities which allows for development of leadership/followership ability.

f) Encourage the involvement of community volunteers who can be provided inservice training by the teacher/coaches. This would provide relief of the work load of the teacher/coach and at the same time develop a cadre of competent volunteers who could be involved in either the school sports program or amateur athletics in the community.

g) Set aside special times within the day for intramurals.

h) Increase or retain emphasis on quantity participation in sport,and decrease the growing emphasis on quality or athleticism.

i) Cater to the interests, needs and wants of students rather than teacher/coaches.

Again, it must be stressed that the recommendations above have been devised by those involved in school sport organizations which SIR/CAR has serviced. CAR does nor provide recommendations but rather objective scientific systems analysis techniques by which organizational people may look at what they say they want to do, what they write on a piece of paper on attitudes and belief vis a vis the way in which they are actually behaving.

Ironically, within OFSAA there is a high correlation between avowed goals and actual behaviour. This would indicate continuation of the 'status quo' and re-affirmed emphasis on school socializing sport. There is high latent conflict confronting OFSAA from outside of the organization in the form of Sportplan from Sport Ontario (and indirectly from Sport Canada's plan for Unification of Sport). The structural changes suggested in Sportplan and Unification of Sport would increase the probability of the transfer of OFSAA from a voluntary mutual benefit service organization to a government bureaucratic non-voluntary organization. Absorption into this larger organization would increase the probability of OFSAA losing its current goals and means, and its identity as a school socializing sport organization. Indeed, absorption or intergration of OFSAA into Sportplan might call in to question, in this period of accountability, the rational for the continued existence of two separate organizations. It would appear that OFSAA and the regional associations and local leagues cannot have it both ways. If they provide a distinct service in the education of secondary school students in the province of Ontario, then their continued existence and their perpetuation of the specific goals and means which they utilize can be justified even in an era of high accountability and fiscal constraint. On the other hand, if there is no distinction between the goals and means of a secondary school sport and amateur athletics and they both service the same target population (above average skilled youth), then one could logically question the necessity of two separate organizations reporting to separate ministeries with different mandates from society.

Continued association between practitioners involved in amateur/school sport and university study/research groups is indispensable in managing the conflict and change which is generated when a business or government organization such as the Ministry of Culture and Recreation or Sport Ontario and a mutual-benefit or service organization such as the Ministry of Education or the Ontario Federation of School Athletic Associations confront each other. We have on one hand Sport Ontario and the Ministry of Culture and Recreation utilizing Traditional Monocratic Bureaucratic Concept, and on the other hand, OFSAA and the Ministry of Education using Emerging Pluralistic Collegial Concept. This is the classic example of the difference between planned change, authority from above (Sport Ontario and the Ministry of Culture and Recreation employing a marketing agency to sell their plan) as opposed to spontaneous open-ended change or Bottoms-Up Management (OFSAA and the Ministry of Education utilizing evaluation and policy research to determine future direction). SIR/CAR provides a system whereby organizations, through Organizational Audit, Organizational Development, and Reorganizational Audit, can identify, evaluate and ultimately manage conflict and change, thereby avoiding dysfunctional dissonance which leads to ineffectiveness and inefficiency.

Future Research

Research and writing in the area of professional athletics is limited; in the area of semi-professional or amateur sport it is virtually non-existent. Only recently have the government and business sector realized the full potential of sport or athletics. Statistics Canada and U.S. studies attest to the economic impact of direct expenditures on sport or athletics: studies conducted by SIR/CAR would indicate that indirect expenditures and cost accounting of the voluntary or semi-voluntary services are equally staggering in terms of opportunity cost (sacrificed alternatives). Techological advances and mass media coverage of sport or athletics indicate the far-reaching political, economic, social and cultural ramifications of this field and warrant immediate and indepth study. Among the significant theoretical and practical questions to be considered are:

1. What is the normal pattern of growth, development (and decline) in voluntary and semi-voluntary amateur/school sport vs non-voluntary quasi Amateur/professional athletic organizations?
2. Is organizational growth evolutionary, built on cycles of conflict, or do unpredictable conflict variables reverse or retard the normal growth and development patterns?
3. What is the probability of change in behaviour of individuals and groups in terms of structural change vis a vis adjustment of attitudes and beliefs of individuals and groups (restructuring and realigning vs converting and certifying)?
4. Is sport or athletics a reflection of society or is it a significant factor shaping society?
5. What is the effect of technology and mass media in terms of collaboration or conflict, aggression, hostility and violence in sport or athletics?
6. What is the correlation between organizational health and mental health and well-being of individuals and groups involved in sport or athletic organizations?

Organizations as they grow and develop have a way of developing schizophrenic tendencies and ultimately becoming a caricature of themselves; a tendency which invariably leads to psychotic self-destruction. Many players, coaches, officials, executives, parents, spectators and fans are casualties and become disillusioned as organizations vascillate between collaborative sport for fun in democratic mutual-benefit or service organization, and competitive quasi-amateur or semi-professional athletics (sport for excellence or show business) in an autocratic commonweal or business organization. Inversely, those in professional athletics who attempt to run their business on a sport-for-fun basis soon find management, labour and consumers disillusioned and the organization suffering from anomie (disorientation). A large number of children, youth and even adults are the victims of the malady of organizational schizophrenia which leads them to either remove themselves from what they consider as an undesirable environment, or are made to feel unwelcome and thereby are forced out of the organization. Invariably, this is not the planned goal of the organization or what the majority of the people involved desire; it is usually the vast majority who, with good intentions, convert the mutual-benefit service organization with a goal of recreational play based on the amateur sports model to the quasi-business or government organization with a goal of athletic contest based on the professional athletic model (or vice versa). Witness the demise of the World Hockey Association! American Basketball Association! Olympics? Frequently by the time organizations are in a position to diagnose their illness they have passed the 'point of no return.' Recognition of of early warning signs followed by a systematic analysis and treatment are required if we are to reverse this trend in amateur sport and professional athletic organizations in North America.

SIR/CAR puts forward the early warning signs listed below which can be utilized by practitioners in youth sports organizations to detect illness:

1. Does your youth sports organization spend 80% of their resources (women and men, money, machines, material, methods and minutes) on 20% of the children involved in the organization?
2. Does your youth sports organization build up professional athletic expectations among media and sponsors at the expense of focusing on the needs and wants of the children involved?
3. Does your youth sports organization conduct clinics aimed at making the children more productive, rather than running clinics to explain to the parents that games are for fun and socialization, and that they should behave accordingly when observing their children participate?
4. Does your youth sports organization draw on the scarce time of those involved as coaches to focus on technical skills, rather than psychological, social, physiological, health and fitness needs of the age group with which they are dealing?
5. Does your youth sports organization attempt to buy better officiating and coaching and/or to elevate the level of those volunteering their services, only to subsequently see officials and coaches sell their services to quasi-amateur sport or semi-professional athletic organizations?
6. Does your youth sports executive shift the expectations of sponsors, spectators and media from amateur sport to professional athletics by promising a league, district, state/provincial or national champion (while all the coaches and convenors in other regions are asking the same unrealistic promises)?

7. Does your youth sports organization manage by simple instinct and common sense rather than analysis of the resources available and where they are being expended?

8. Does your youth sports organization vascillate on ultimate goal and method and engage in unnecessary (or in many instances counterproductive) activities?

9. Does your youth sports organization place volunteers in areas where they are least qualified, rather than drawing on their expertise, i.e., a medical doctor or dentist coaching a team, rather than instructing coaches on physical and mental health?

10. Does your youth sports organization conduct its affairs as though it were a professional athletic business?

If your answer is 'yes' to two or more of the above questions, your youth sports organization should consider utilizing the SIR/CAR IDEA method described in this article. The future direction of sport or athletics should be charted on the basis of a structure which increases the probability of equating desired and actual goals and means. If those within the organization desire socializing sport, then they should continue their organization as a voluntary mutual-benefit or service organization with control vested in the local level - decentralized. If, on the other hand, they desire athletic excellence, they should organize as a non-voluntary government or business organization with control at the national level - centralized. If you are going to make the giant step from a voluntary mutual-benefit or service organization to a non-voluntary government or business organization (or vice versa); or in athletic terms, the step from educational socializing sport to athletic business excellence, remember that this is a giant step. This is the point at which most sport or athletic organizations self-destruct (or at least remove the possibility of achieving their avowed goals). You are invited to join SIR/CAR and contribute your experience and expertise and/or to call upon SIR/CAR if we can assist you in controlling (or at least managing) conflict and change in your sport or athletic organization.

FOOTNOTES

1. Originally funded under Canada Council Grant No. S72-1768, "Change Agent Research for Windsor District Five Little League Baseball," and subsequently renewed by Canada Council under Grant No. S75-0389 for project, "Windsor District Five Little League Baseball Revisited - The Longitudinal Effects of Change Agent Research." See Megid Ragab, Dick Moriarty and Ann Marie Guilmette, "Change Agent Research: A Strategy for Changing Organizations," *Group and Organization Studies: The International Journal for Group Facilitators* 2:2 (June, 1977).

2. Dick Moriarty, Ann Marie Guilmette and Marge Holman-Prpich (eds), "The Role of Interschool Sports in the Secondary Schools of Ontario - Focus on SWOSSA and OFSAA," (Toronto, Ont.: Ontario Ministry of Education, 1977). Available through the Ontario Government Bookstore, 800 Bay Street, Toronto, Ontario.

3. Tim Craig (ed.), *The Humanistic and Mental Health Aspects of Sports, Exercise and Recreation.* (Washington, D.C.: American Medical Association, 1976).

4. Bill McKnight, "A Study of the Relationship of Coaching to the Classroom Teaching Behaviour of Secondary School Teacher/Coaches," unpublished Master of Human Kinetics thesis, University of Windsor, 1976.

5. Wendy Price, "A Study of the Objectives of SWOSSA Administrators for the Southwestern Ontario Secondary Schools Association," unpublished Master of Human Kinetics thesis, University of Windsor, 1977.

6. Robert Hedley, "Evaluation and Forecasting for OFSAA," unpublished Master of Human Kinetics thesis, University of Windsor, 1977.

7. Paul Webb, "The Organizational History of the Ontario Federation of School Athletics Associations," unpublished Master of Human Kinetics thesis, University of Windsor, 1977.

8. Bob Reid, "Chairman's Comments Academic and Physical Education," _Sport Ontario News_, Vol. 5, No. 3 (November/December, 1976), 3.

9. Ibid, 3-4.

10. See William M. Westley, "An Evaluative Model for Worker Participation in Management," _Address and Proceedings for the First International Sociological Conference on Participation and Self Management_, Dubrovnik, Yugoslavia, December 13-17, 1972; and address to SIR/CAR at the University of Windsor in December of 1975.

11. Daniel Katz and Robert L. Kahn, _The Social Psychology of Organizations_, (New York: John Wiley and Sons, Inc., 1966), 2 or 3.